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# City of Manteca GENERAL PLAN

# Assessment Report (Final EIR)

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APRIL 1988

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CITY OF MANTECA

GENERAL PLAN

ASSESSMENT REPORT

(Final EIR)

SCH #87092204

April 1988

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## TABLE OF CONTENTS

	<u>PAGE</u>
TABLE OF CONTENTS	i
LIST OF FIGURES	iii
INTRODUCTION	1
PURPOSES OF CEQA AND EIRS	2
ORGANIZATION OF THIS DOCUMENT	3
CHAPTER 1 - PROJECT DESCRIPTION AND IMPACT SUMMARY	5
THE GENERAL PLAN REVISION PROCESS	5
GROWTH MANAGEMENT PROGRAM DEVELOPMENT PROCESS	6
GENERAL PLAN SUMMARY	6
GROWTH MANAGEMENT PROGRAM SUMMARY	6
IMPACT SUMMARY	9
CHAPTER 2 - ASSUMPTIONS AND BUILDOUT CALCULATIONS	11
ASSUMPTIONS	11
FULL AND MODIFIED BUILDOUT SCENARIOS	16
CHAPTER 3 - LAND USE, HOUSING, AND POPULATION	23
LAND USE	23
HOUSING	24
POPULATION	25
CHAPTER 4 - TRANSPORTATION	27
STREETS AND ROADS	27
OTHER TRANSPORTATION FACILITIES AND SERVICES	46
CHAPTER 5 - PUBLIC FACILITIES AND SERVICES	47
WATER	47
SEWER COLLECTION AND TREATMENT	49
STORM DRAINAGE	52
LAW ENFORCEMENT	54
FIRE PROTECTION SERVICES	56
SCHOOLS	61
SOLID WASTE	63
LIBRARY SERVICE	63
MEDICAL SERVICES	63
GAS AND ELECTRICAL SERVICE	65
TELEPHONE SERVICE	65
CHAPTER 6 - CULTURAL AND RECREATIONAL RESOURCES	67
HISTORICAL AND ARCHEOLOGICAL RESOURCES	67
PARKS AND RECREATION	68

	<u>PAGE</u>
<b>CHAPTER 7 - NATURAL RESOURCES</b>	71
WATER RESOURCES	71
SOILS AND AGRICULTURE	72
VEGETATION AND WILDLIFE	74
EXTRACTIVE RESOURCES	74
AIR QUALITY	75
<b>CHAPTER 8 - HEALTH AND SAFETY</b>	77
GEOLOGIC AND SEISMIC HAZARDS	77
FLOOD HAZARDS	77
NOISE	78
<b>APPENDIX 8A - NOISE TERMINOLOGY AND MEASUREMENT METHODOLOGY</b>	87
NOISE	87
MAJOR NOISE SOURCES	89
<b>CHAPTER 9 - FISCAL IMPACTS</b>	95
ASSUMPTIONS AND METHODS	95
ANNUAL OPERATING COSTS AND REVENUES	96
OTHER OPERATING FUNDS	108
CAPITAL IMPROVEMENT PROGRAM	113
MANTECA UNIFIED SCHOOL DISTRICT	116
SUMMARY OF FISCAL IMPACTS	118
<b>APPENDIX A - CEQA AND STATE GUIDELINES COMPLIANCE</b>	A-1
TABLE OF CONTENTS	A-1
REQUIRED CONTENTS OF AN EIR	A-5
REQUIREMENTS OF THE EIR PROCESS	A-17
REQUIRED CONSIDERATIONS IN EIR PREPARATION	A-18
<b>APPENDIX B - MARKET ASSESSMENT</b>	
<b>APPENDIX C - COMMENTS ON DRAFT EIR AND RESPONSES TO COMMENTS</b>	C-1
<b>APPENDIX D - REFERENCES</b>	D-1
<b>APPENDIX E - PERSONS CONSULTED</b>	E-1

## LIST OF FIGURES

		<u>APPEARS AFTER PAGE</u>
FIGURE 1	FUTURE SCHOOL SITES	12
FIGURE 2	FUTURE DETENTION BASINS/PARKS	14
FIGURE 3	NEW DEVELOPMENT POTENTIAL	16
FIGURE 4	STATISTICAL AREAS	16
FIGURE 5	PROJECTED TRAFFIC VOLUMES - COMMITTED CONDITIONS	36
FIGURE 6	PROJECTED FUTURE TRAFFIC VOLUMES	36
FIGURE 7	TRAFFIC ANALYSIS SCREENLINES	36
FIGURE 8	PROPOSED ROADWAY SYSTEM	38
FIGURE 9	EXISTING AND PROJECTED TRAFFIC VOLUMES - I-5	40
FIGURE 10	MASTER PLAN DRAINAGE STUDY AREAS	52
FIGURE 11	MAXIMUM PREDICTED 1-HOUR AVERAGE CARBON MONOXIDE LEVELS IN MANTECA (PPM)	76
FIGURE 12	MAXIMUM PREDICTED 8-HOUR AVERAGE CARBON MONOXIDE LEVELS IN MANTECA (PPM)	76
FIGURE 13	WEIGHTED SOUND LEVELS AND HUMAN RESPONSE	88
FIGURE 14	RELATIONSHIP BETWEEN DECIBEL CHANGES AND LOUDNESS	88
FIGURE 15	LAND USE COMPATIBILITY FOR COMMUNITY NOISE ENVIRONMENTS	90
FIGURE 16	PASS-BY NOISE AT 100 FEET	94



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## INTRODUCTION

The City of Manteca General Plan is the result of over two years of work by a consultant team headed by J. Laurence Mintier & Associates, the Citizens Advisory Committee, City staff, the Manteca Planning Commission, and the Manteca City Council. This Assessment Report (Final EIR) documents the environmental, economic, and fiscal considerations incorporated into the process of preparing the General Plan and evaluates the effects and implications of the plan. This EIR is also being used as the environmental document for the City of Manteca Growth Management Program to be adopted in conjunction with the General Plan. The Growth Management Program is identified in this EIR as a mitigation measure, and will not cause any significant effects in addition to those resulting from the General Plan itself.

The preparation of a draft and final environmental impact report is mandated by the California Environmental Quality Act (CEQA). Detailed requirements concerning both content and process are set forth in the California Administrative Code, Title 14, Chapter 3: Guidelines for Implementation of the California Environmental Quality Act (hereinafter referred to as "CEQA Guidelines").

Article 9 of these guidelines describes the "EIR Process" and contains provisions regarding the coordination of planning and environmental impact assessment:

**15080. General**

To the extent possible, the EIR process should be combined with the existing planning, review, and project approval process used by each public agency.

Provisions describing the relationship between the EIR and the general plan are set forth in Article 11, "Types of EIRs," of the State Guidelines:

**15166. EIR as Part of a General Plan.**

(a) The requirements for preparing an EIR on a local general plan, element, or amendment thereof will be satisfied by using the general plan, or element document, as the EIR and no separate EIR will be required, if:

(1) the general plan addresses all the points required to be in an EIR by Article 9 of these guidelines, and

(2) the document contains a special section or a cover sheet identifying where the general plan document addresses each of the points required.

In accordance with Sections 15080 and 15166 above, the Manteca General Plan revision process has addressed all the points required to be in an EIR. Together, the General Plan Policy Document, the General Plan Background Report, this General Plan Assessment Report, and the General Plan Options Assessment Report chronicle the general plan revision process. Appendix A to this Assessment Report identifies where all required EIR subjects have been addressed in the various documents.

## PURPOSES OF CEQA AND EIRS

The purposes of CEQA (and thus EIRs) are summarized in Article 1 of the State Guidelines. Article 1 reads, in part, as follows:

### 15002. General Concepts.

- (a) Basic Purposes of CEQA. The basic purposes of CEQA are to:
  - (1) Inform governmental decision makers and the public about the potential, significant environmental effects of proposed activities.
  - (2) Identify ways that environmental damage can be avoided or significantly reduced.
  - (3) Prevent significant, avoidable damage to the environment by requiring changes in projects through the use of alternatives or mitigation measures when the governmental agency finds the changes to be feasible.
  - (4) Disclose to the public the reasons why a governmental agency approved the project in the manner the agency chose if significant environmental effects are involved.

Subsection (f) of this section summarizes the purpose and content of an EIR:

- (f) Environmental Impact Reports and Negative Declarations. An environmental impact report (EIR) is the public document used by the governmental agency to analyze the significant environmental effects of a proposed project, to identify alternatives, and to disclose possible ways to reduce or avoid the possible environmental damage.
  - (1) An EIR is prepared when the public agency finds substantial evidence that the project may have a significant effect on the environment. (See Section 15064(a)(1).)

Subsection (g) summarizes the concept of "significant effect":

- (g) Significant Effect on the Environment. A significant effect on the environment is defined as a substantial adverse change in the physical conditions which exist in the area affected by the proposed project. (See: Section 15382). Further, when an EIR identifies a significant effect, the government agency approving the project must make findings on whether the adverse environmental effects have been substantially reduced or if not, why not. (See Section 15091.)

The express purpose of an EIR is further elaborated in Section 15121:

### 15121. Informational Document.

- (a) An EIR is an informational document which will inform public agency decision makers and the public generally of the significant

environmental effect of a project, identify possible ways to minimize the significant effects, and describe reasonable alternatives to the project. The public agency shall consider the information in the EIR along with other information which may be presented to the agency.

- (b) While the information in the EIR does not control the agency's ultimate discretion on the project, the agency must respond to each significant effect identified in the EIR by making findings under Section 15091 and, if necessary, by making a statement of overriding considerations under Section 15093.
- (c) The information in an EIR may constitute substantial evidence in the record to support the agency's action on the project if its decision is later challenged in court.

## ORGANIZATION OF THIS DOCUMENT

The main body of this Assessment Report is divided into nine chapters. Chapter 1 describes the process used to prepare the General Plan, outlines the key features of the General Plan, and summarizes the environmental effects of the plan. Chapter 2 summarizes the assumptions used in developing the buildup calculations upon which much of the rest of the assessment is based.

Chapter 3 assesses the land use, housing and population impacts of the plan. Chapter 4 assesses transportation impacts, while Chapter 5 reviews public facility and service impacts. Chapter 6 assesses the plan's impact on recreational and cultural resources. Chapter 7 examines impacts on natural resources. Chapter 8 reviews health and safety implications of the plan. Fiscal impacts of the plan are discussed in Chapter 9.

For each subject addressed in Chapters 3 through 8, the report briefly summarizes existing conditions based on detailed information contained in the General Plan Background Report, identifies potential impacts of the land use and circulation plan diagrams without mitigation measures, and then describes the policies contained in the General Plan Policy Document that would act as mitigation measures to minimize the potential adverse effects.

Appendix A includes a Table of Contents which references the location of the information required by CEQA and a description of how the EIR and the other documents prepared in the General Plan revision process fulfill the various requirements of CEQA.

Appendix B is a reprint of the market assessment from Chapter 8, Economic Development and Impacts, from the Options Assessment Report prepared in October 1986.

Appendix C reviews the Draft EIR review process, summarizes comments received on the Draft EIR, and responds to the comments. Copies of the comments received and minutes of the public hearings on the Draft EIR are included at the end of the appendix.



## CHAPTER 1

### PROJECT DESCRIPTION AND IMPACT SUMMARY

This chapter describes the process used to prepare the General Plan and Growth Management Program, outlines the key features of the General Plan and Growth Management Program, and summarizes the environmental effects of the plan and program.

#### THE GENERAL PLAN REVISION PROCESS

In May 1985, the City of Manteca initiated a comprehensive revision of its 1980 General Plan.

In August 1985, the Consultant Team hired by the City to prepare the General Plan carried out an issue identification process consisting of a townhall meeting, interviews with public officials, and written community response forms.

Following the issue identification process, the Consultant Team prepared and published in March 1986 a detailed background report describing and assessing existing conditions, constraints, and opportunities in Manteca.

Based on the issue identification process and the Background Report, the Consultant Team, working closely with City staff and a Citizens Advisory Committee, developed a set of four land use options. The four land use options were then assessed for their impacts on and implications for land use, population, housing, traffic, public services and facilities, environmental quality, and economic and fiscal conditions. The land use options and the impact assessment were summarized in an Options Assessment Report published in October 1986.

Following its release, the report was reviewed for the public at a townhall meeting in November 1986 and considered by the Planning Commission and City Council in an extensive set of hearings and workshops. Between November 1986 and February 1987, the Planning Commission met five times to review the Options Assessment Report and receive public testimony. The City Council in turn held nine meetings between February and April 1987 to review the Options Assessment Report and receive public testimony. On April 19, the City Council made its final recommendation on the preferred land use plan.

Based on the City Council's direction, the Consultant Team prepared the draft goals, policies, and implementation programs constituting the Policy Document of the General Plan. At the same time, the Consultant Team updated the General Plan Background Report and prepared this General Plan Assessment Report to meet the requirements of the California Environmental Quality Act and to assess the economic and fiscal implications of the General Plan.

The Draft General Plan Policy Document, the updated General Plan Background Report, and Draft General Plan Assessment Report were released for public review in September 1987. Between September 1987 and April 1988, the City Council and Planning Commission held a joint study session to

consider the Draft General Plan, the Planning Commission held four hearings and meetings to review the draft plan and EIR and the City Council also held four hearings and meetings to review the draft plan and EIR. The comments received on the draft EIR during the public hearings are summarized in Appendix C. Following the final recommendation of the City Council on the draft plan in February 1988, the Consultant Team revised the Assessment Report for certification as the Final EIR and revised the Policy Document and Background Report for adoption as the Manteca General Plan.

## **GROWTH MANAGEMENT PROGRAM DEVELOPMENT PROCESS**

Concerned about the rapid pace of growth in Manteca during the 1980s and confronted with the difficulties of providing public facilities and services, particularly sewer service, to support growth, the City of Manteca initiated a growth management study in Fall 1986. The City hired WPM Planning Team to assist the City in developing a growth management program that would be linked to and coordinated with the General Plan. The City Council also established a growth management advisory committee to work with the consultant on the growth management program. After many meetings, much public discussion, and numerous drafts, the growth management program was drafted as a proposed growth management ordinance in late 1987. Based on additional discussion and public input, the growth management ordinance was further revised during January through April 1988.

## **GENERAL PLAN SUMMARY**

The General Plan consists of two separate documents. The General Plan Background Report contains a detailed description of conditions, constraints and opportunities in Manteca and serves as the informational foundation for general plan policies.

The second document, the General Plan Policy Document, contains two parts. Part I describes the land use and circulation diagrams and standards. Proposed land use for the year 2005 is shown in two diagrams. Land Use Diagram 1 shows proposed land use for central Manteca. Land Use Diagram 2 shows proposed land use for lands outside central Manteca.

Part II of the Policy Document contains specific goals, policies and implementation measures. These are organized according to 10 sections, as follows: I Land Use; II Housing; III Transportation; IV Public Facilities and Services; V Cultural and Recreational Resources; VI Natural Resources; VII Health and Safety; VIII Scenic Resources and Urban Design; and IX Administration and Implementation.

## **GROWTH MANAGEMENT PROGRAM SUMMARY**

The content of the Growth Management Program is outlined under Implementation Program I-1 of the General Plan Policy Document as follows:

1. The City shall establish and maintain a growth management system that provides a mechanism for the annual allocation of the amount of residential, commercial, and industrial development that may occur. The growth management system shall have the following objectives:

- a. Maintain, and where necessary enhance, the community's current public services and facilities;
- b. Protect against the construction of development projects which will require sewage treatment capacity in excess of that determined available by the City Council;
- c. Preserve and protect the environment;
- d. Preserve and protect the quality of life and character of the community;
- e. Provide for the orderly and adequate expansion of the City's housing stock in order to advance regional housing opportunities and to accommodate a reasonable share of expected regional growth;
- f. Provide for the adequate and orderly expansion of the City's commercial and industrial development base in balance with the city's housing stock;
- g. Provide for a balance between multi-family and single-family residential development;
- h. Conserve viable agricultural and open space lands; and
- i. Encourage and facilitate development proposals which accomplish the goals, policies, and programs of the General Plan which cannot be accomplished by zoning alone, including the goals, policies, and programs of the Housing Element to provide affordable and balanced housing.

The growth management system shall include the following features:

- a. Establishment on an annual basis of the maximum number and types of residential, commercial, industrial, and public facility projects that may be approved for a subsequent period, as determined by the City Council, based on the following considerations:
  - i. The goals, policies, and programs of the General Plan including the Housing Element goals, objectives, and programs for affordable housing, housing mix, and jobs/housing balance.
  - ii. The number of projects previously approved but not developed, including exempt projects.
  - iii. The general availability of existing and projected public utilities, facilities, and services.
  - iv. The specific availability of sewage capacity.
  - v. The annual development review report to be drafted by the Staff Review Board and/or Growth Management Committee in order to assist the City Council in their growth management determinations.

- vi. Comments received at the public hearings held in conjunction with the annual growth determinations.
- b. Exemptions of certain small residential projects from the annual allocations.
- c. A competitive rating system for evaluating and approving developments. Such rating system shall at a minimum include the following general categories of criteria:
  - i. Availability of or contribution toward public utilities, facilities, and services.
  - ii. Locational factors (infill/redevelopment area).
  - iii. Environmental impact.
  - iv. Traffic impacts.
  - v. Employment impacts.
  - vi. Contribution to tax base.
  - vii. Response to housing needs specified in the Housing Element.
  - viii. Other community benefits.

The Growth Management Program regulates new development during the first three years (FY 87-88, 88-89, and 89-90) based on the available sewer capacity in its Phase I sewer treatment plant expansion (750,000 gallons per day). The allocation of Phase I sewer treatment plant capacity is allocated by land use category as follows:

<u>Land Uses</u>	<u>% of Available Phase I Capacity</u>	<u>Gallons per day (GPD)</u>	<u>Maximum CUs Allowed*</u>	<u>Maximum DUs Allowed</u>
Residential				
Single-Family	51.16	383,750	1,535	1,421
Multi-Family	8.84	66,250	265	354
Commercial				
General	13.00	97,500	390	
Office	5.00	37,500	150	
Industrial	7.00	52,500	210	
Schools	5.00	37,500	150	
Reserve	<u>10.00</u>	<u>75,000</u>	<u>300</u>	<u>      </u>
<b>TOTAL</b>	<b>100%</b>	<b>750,000</b>	<b>3,000</b>	<b>1,775</b>

\* One consumer unit (CU) equals 250 gallons.

The Growth Management Program, however, excludes (exempts) from the growth limits (sewer capacity allocations) listed in the previous table 1,278 dwelling units that are part of projects that have already been approved or have already been allocated sewer capacity.

After 1990, when Phase II sewer treatment plant capacity is expected to come on-line, residential growth will be limited to an average annual growth rate in new dwelling units of 3.9 percent. Both residential and non-residential growth after 1990 will be approved based on a point rating system.

The Growth Management system also includes a monitoring system that will be used to help the City make needed adjustments to the system over time.

## IMPACT SUMMARY

This section summarizes the impacts of the General Plan. Table 1 shows the various subjects/impact categories described in Chapters 3 through 8, identifies whether the land use plan and/or circulation plan would have potentially significant, adverse impacts, notes the inclusion of mitigation measures (policies) in the General Plan Policy Document, and indicates whether these mitigation measures will reduce the identified impacts below the threshold of significance.

The land use pattern proposed in the General Plan would result in a number of potentially significant, adverse effects on the environment, as indicated in Table 1. Every effort has been made, however, in the policies and implementation programs of the General Plan to mitigate these potential impacts.

In only two areas are there potentially significant adverse impacts that are unmitigated to a level of insignificance. First, as the discussion in Chapter 4 indicates, should development occur as outlined in the General Plan, there will be a number of intersections and road segments that will experience serious congestion with traffic levels exceeding a V/C ratio of 1.0, even with the improvements shown in the Circulation Plan Diagram. The primary problem areas are primarily along Main Street and Yosemite Avenue. Congestion will also occur along Airport Way, Lathrop Road, Union Road, and Cottage Way.

Second, as the discussion in Chapter 7 indicates, urban expansion of Manteca will necessarily result in the loss of agricultural soils and lands and the cancellation or non-renewal of Williamson Act Contracts. This is inevitable for growing cities like Manteca essentially surrounded on all sides by productive agricultural soils. The General Plan Policy Document attempts to mitigate these impacts on agricultural soils and land, but cannot mitigate them to a level of insignificance. The only real alternative for mitigating these impacts is a reduction in the amount of future urban development.

Both of these impacts, however, should be minimized by the City's Growth Management Program. First, the program includes policies and criteria for minimizing impacts of development projects in these two areas. Second, if the City maintains the 3.9 percent maximum average annual growth rate in residential development and controls other types of non-residential development as provided in the City's Growth Management Program over the time frame of the General Plan, the impacts of development on traffic and agricultural lands should be reduced significantly, perhaps by as much as 25 percent.

TABLE 1  
IMPACT SUMMARY MATRIX

<u>Impact Category</u>	Potentially Significant Effect <sup>1</sup>	Specific Mitigation Proposed <sup>2</sup>	Unmitigated Potentially Significant Effect <sup>3</sup>
<b>Land Use, Housing and Population</b>			
Land Use	N	Y	N
Housing	N	N	N
Population	N	N	N
<b>Transportation</b>			
Street and Road System	Y	Y	Y
Other Transportation Facilities and Services	N	Y	N
<b>Public Facilities and Services</b>			
Water	Y	Y	N
Sewer Collection and Treatment	Y	Y	N
Storm Drainage	Y	Y	N
Law Enforcement	Y	Y	N
Fire Protection	Y	Y	N
Schools	Y	Y	N
Solid Waste Disposal	N	N	N
<b>Recreational and Cultural Resources</b>			
Historical and Archaeological Resources	Y	Y	N
Parks and Recreation	N	Y	N
<b>Natural Resources</b>			
Water Resources	Y	Y	N
Soils and Agriculture	Y	Y	Y
Vegetation and Wildlife	Y	Y	N
Air Quality	N	Y	N
<b>Health and Safety</b>			
Geologic and Seismic Hazards	N	Y	N
Flooding	Y	Y	N
Noise	Y	Y	N

Y = Yes N = No

<sup>1</sup>Based on the land use and circulation plans without consideration of policies and implementation programs in the General Plan Policy Document that would mitigate the impacts.

<sup>2</sup>Policies and implementation programs contained in the General Plan Policy Document.

<sup>3</sup>Potentially significant, adverse effect unmitigated by the policies contained in the General Plan Policy Document.

## CHAPTER 2

### ASSUMPTIONS AND BUILDOUT CALCULATIONS

This chapter summarizes the new development potential that would be allowed under the General Plan and the assumptions upon which these buildout calculations are based. These buildout calculations are in turn used as the basis of much of the assessment in the rest of this report.

#### ASSUMPTIONS

##### LAND USE INTENSITY AND RESIDENTIAL DENSITY

The following assumptions concerning land use intensity and building intensity were used in developing calculations of buildout potential under the General Plan.

###### Residential\*

Very Low Density Residential (VLR) - 0.5 to 2.0 dwelling units per gross acre. Assumes buildout at 2.0 DU/acre with 3.25 persons per dwelling unit

Low Density Residential (LR) - 2.1 to 5.0 dwelling units per gross acre. Assumes buildout at 5.0 DU per acre with 3.25 persons per dwelling unit

Medium Density Residential (MR) - 5.1 to 9.0 dwelling units per gross acre. Assumes buildout at 9.0 DU/acre with 2.25 persons per dwelling unit

High Density Residential (HR) - 9.1 to 17.0 dwelling units per gross acre. Assumes buildout at 17.0 DU/acre with 2.25 persons per dwelling unit. (This reflects a decision by the City to lower the maximum density in this category from 25 DU/acre to 17 DU/acre.)

###### Commercial

Office Professional (OP) - Assumes buildout at a Floor Area Ratio (FAR) of .35

Neighborhood-Community Commercial (NCC) - Assumes buildout at a Floor Area Ratio (FAR) of .30

Business Visitor Services (BVS) - Assumes buildout at a Floor Area Ratio (FAR) of .30

General Commercial (GC) - Assumes buildout at a Floor Area Ratio (FAR) of .30

## Industrial

Heavy Industrial (HI) - Assumes buildout at a Floor Area Ratio (FAR) of .30

Light Industrial (LI) - Assumes buildout at a Floor Area Ratio (FAR) of .40

\*Note that these buildout assumptions do not account for area devoted to streets and roads. The slightly higher densities allowed by zoning plus density bonuses will roughly offset the density that would be lost to streets.

To be as accurate as possible, where specific development projects have been approved (before or after January 1, 1986) but were not under construction as of January 1, 1986, the actual number of dwelling units approved was used to calculate the development potential of the project areas instead of the multipliers listed above.

## STUDY AREA

The study area for the General Plan buildout calculations is defined by the Primary Urban Service Area. Development potential for lands outside the Primary Urban Service Area has not been calculated. This report does not address in any detail the impacts of eventual development within the Secondary Urban Service Area.

## SCHOOLS

The sites already planned or committed for future schools are shown on the General Plan Land Use Diagram. These include a 54-acre high school site and a 20-acre elementary school site located in the area bounded by Airport Way, Yosemite Avenue, Union Road, and the 120 By-pass; a 16.5-acre elementary school site located in the area bounded by Airport Way, Lathrop Road, Union Road, and Louise Avenue; a 12-acre elementary school site located in the area bounded by Highway 99, Louise Avenue, Austin Road, and Yosemite Avenue; a 20-acre elementary school site located in the area bounded by Airport Way, Louise Avenue, Union Road, and Yosemite Avenue.

For the purposes of buildout calculations only, an additional eight elementary school sites and one high school site have been identified. Each of the elementary school sites is assumed to be 20 acres, and the high school site is assumed to be 50 acres. It should be noted that these are not specific proposals for the location of future schools, but simply possible school locations used for statistical purposes, based on the assumption that one 20-acre elementary school site will be needed for each 389 acres of low density residential development at 5 DU/AC (with each DU generating .45 elementary school students). Future school sites are shown in Figure 1.

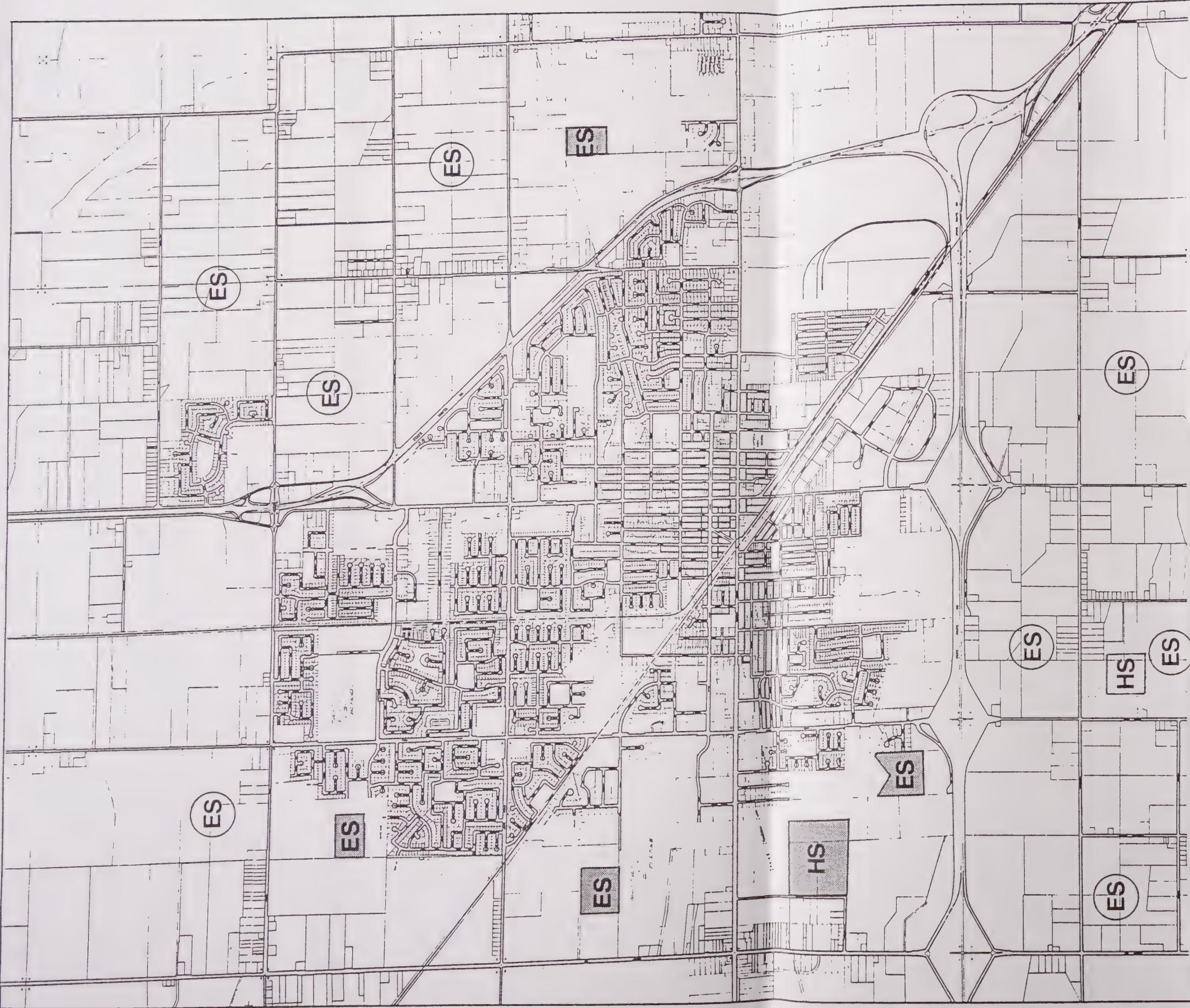


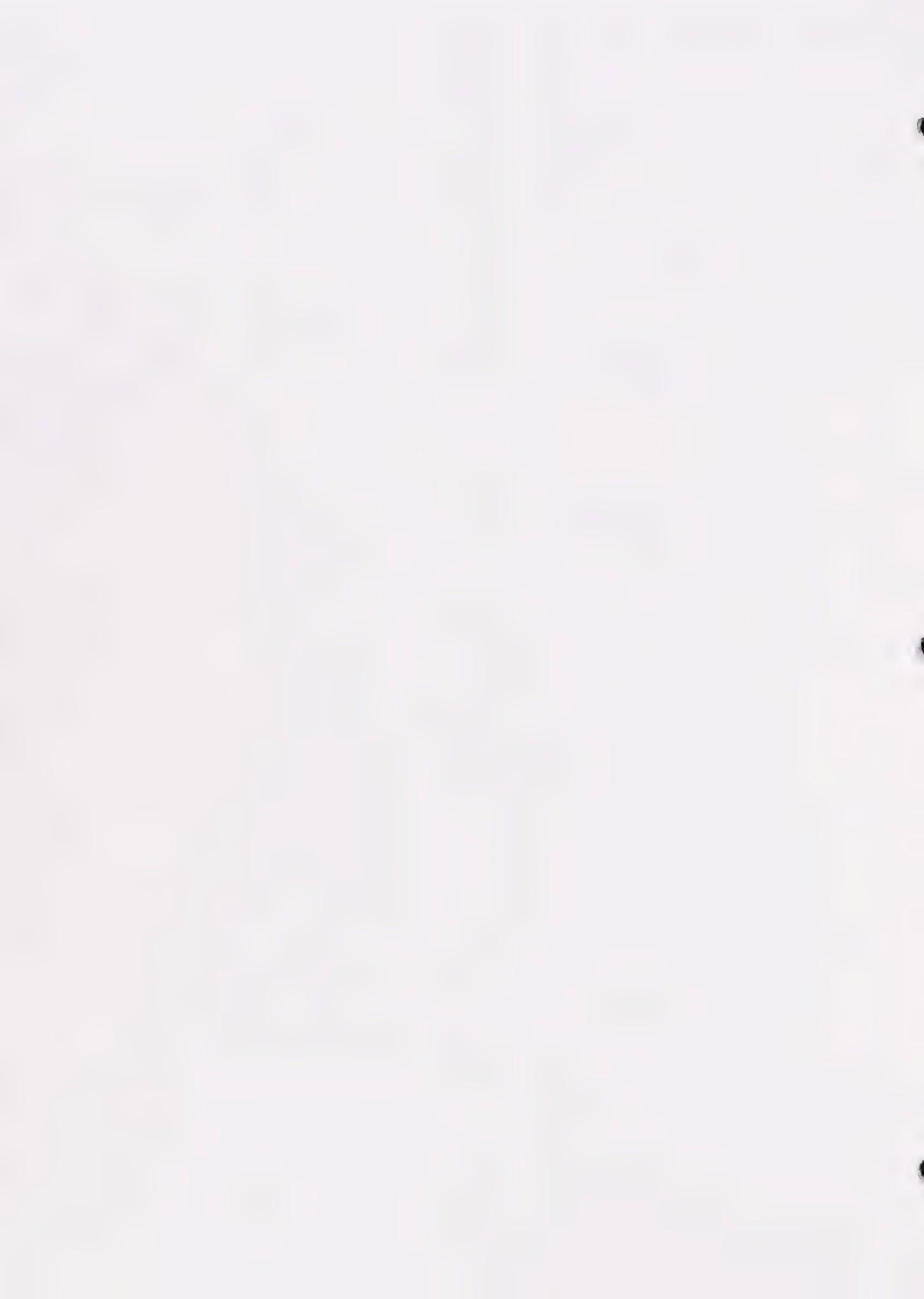
Figure 1  
FUTURE SCHOOL SITES

- ES PLANNED/COMMITTED ELEMENTARY SCHOOL SITES  
HS PLANNED/COMMITTED HIGH SCHOOL SITES  
POTENTIAL ELEMENTARY SCHOOL SITE (20 acres each)  
HS POTENTIAL HIGH SCHOOL SITE (50 acres)

MANTECA  
CALIFORNIA  
General Plan



Scale in Miles  
0 1/4 1/2 1



## DETENTION BASINS/PARKS

Again, for the purposes of buildout calculations only, acreage has been deducted for future drainage detention basins. It is assumed that each of these detention basins will also be developed for park purposes, consistent with existing City practices.

The general location of the detention basins are based on the City of Manteca Storm Drainage Master Plan prepared by Raymond Vail and Associates (RVA). The estimated detention basin capacity requirements identified in the RVA plan were converted to land area requirements based on the assumption that each 10-acre feet of detention basin capacity need would require 3.75 acres of surface area.

Some of the detention basin needs identified in the RVA plan have already been incorporated into specific project plans reflected in the General Plan Land Use Diagram.

Outside the area covered by the RVA plan, detention basin capacity requirements were estimated based on the general assumption that 8 acre-feet of detension basin capacity would be required for each 100 acres of urban development. Again, these detention basins have only been identified for statistical purposes and are not specific proposals. Future detention basins are shown in Figure 2.

## CURRENT HOUSING STOCK

The Assessment Report relies on the California Department of Finance 1986 estimate of dwelling units for incorporated Manteca.

---

TABLE 2  
DEPARTMENT OF FINANCE ESTIMATES  
DWELLING UNITS  
City of Manteca  
January 1, 1986

Single Family	8,763
Multi-family	3,055
Mobilehomes	<u>497</u>
Total	12,315
Vacancy Factor	4.40%
Population per HH	2.977

---

The DOF figures for January 1, 1986, above, almost certainly do not include the following residential projects under construction as of January 1, 1986. These projects have not been included in new development potential calculations, but have been included in the revised base figures in Table 4.

**TABLE 3**  
**UNITS UNDER CONSTRUCTION**  
**January 1, 1986**

Single Family

Sequoia	80	sf units
Union West	185	sf units
Greenview West	75	sf units
Marsh Creek	38	sf units
Monticello	<u>14</u>	sf units
	392	sf units

Multi-family

Leisure Manor	128	mf units
Grant/North Street	<u>9</u>	mf units
Total	137	mf units

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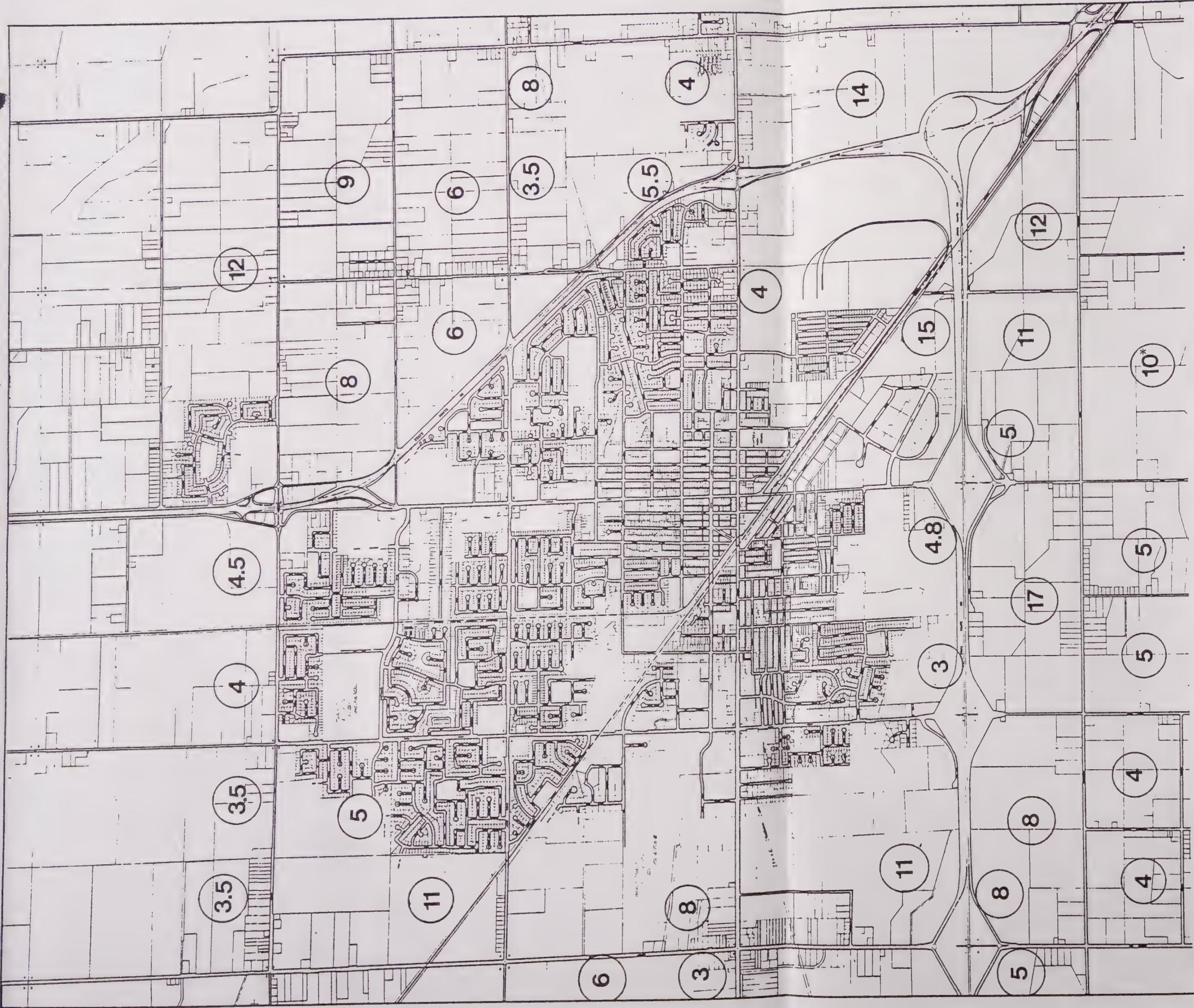
In addition, outside of the city limits but still within the Primary Urban Service Area there are 322 dwelling units in the Raymus Village Subdivision and approximately 100 dwelling units in unincorporated pockets and fringe areas.

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**TABLE 4**  
**BASE FIGURES**  
**DWELLING UNITS**  
**PRIMARY URBAN SERVICE AREA**  
**January 1, 1986**

	DOF Estimate	Under Construction	Raymus Village	Other Areas	Revised Base Figures
Single Family	8,763	392	322	100	9,577
Multi-family	3,055	137	-0-	-0-	3,192
Mobilehomes	<u>497</u>	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>	<u>497</u>
Total	12,315	529	322	100	13,266

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**FUTURE DETENTION BASINS/PARKS**

# MANTECA CALIFORNIA General Plan

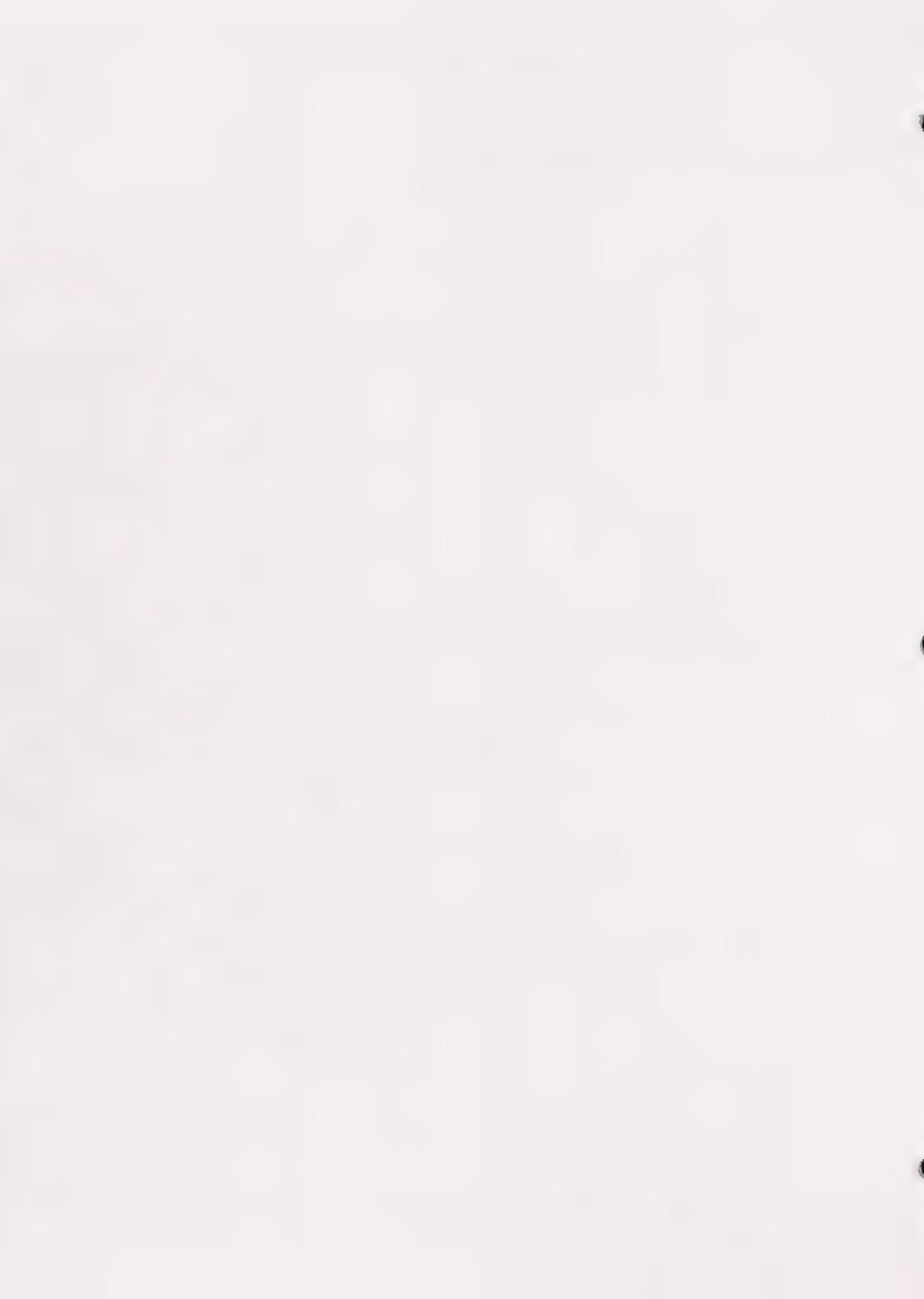
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## FUTURE DETENTION BASINS/PARKS

N

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\* This Detention Basin would be included as part of a proposed 50-acre park.



## POPULATION

The assessment relies on the California Department of Finance estimate of population for incorporated Manteca: 35,437 as of January 1, 1986. In addition, there are an estimated 1,047 persons living in the Raymus Village Subdivision, 1,582 new residents in projects under construction as of January 1, 1986, and approximately 325 persons in the unincorporated pockets and fringe areas. The total existing base population within the Primary Urban Service Area is, therefore, estimated to be 38,391.

## COMMERCIAL AND INDUSTRIAL DEVELOPMENT

As of January 1, 1986, an insignificant amount of commercial and industrial development was under construction. This development has, therefore, been excluded from the analysis.

## EXISTING DEVELOPMENT

Table 5 shows a tabulation of existing development within the area covered by the existing General Plan, an area somewhat smaller than the Primary Urban Service Area. These figures have been used as a rough guide to the relationships among various types of existing land use and in calibrating the traffic model described later in this report.

TABLE 5  
EXISTING DEVELOPMENT<sup>1</sup>  
January 1, 1986

LAND USE DESIGNATION	Net Acres
Very Low Density Residential (VLR)	183
Low Density Residential (LR)	1,897
Medium Density Residential (MR)	112
High Density Residential (HR)	132
Office Professional (OP)	26
Neighborhood-Community Commercial (NCC)	141
Business & Visitor Services (BVS)	54
General Commercial	25 <sup>2</sup>
Industrial	32
Industrial Park	76
Permanent Agriculture	-0-
Parks	125
Public/Quasi Public	132
Total	2,935

<sup>1</sup>Fully committed lands within the Primary Urban Service Area.

<sup>2</sup>Excludes undeveloped portion of Spreckels Sugar property.

## FULL AND MODIFIED BUILDOUT SCENARIOS

The buildout calculations in Tables 6 and 7 are based on an assumption of full buildout of all vacant and underutilized land (as of January 1, 1986), using the factors specified under Land Use Intensity and Residential Density (e.g., dwelling units per acre and floor area ratios) or the actual numbers of dwelling units for projects approved (before or after January 1, 1986) but not under construction as of January 1, 1986. Note that substantially underutilized land is treated as vacant land for the purposes of this assessment.

Figure 3 shows the lands with identified development potential under the General Plan. Figure 4 shows the 13 statistical areas used in preparing the buildout calculations. Table 6 shows buildout potential for those lands identified in Figure 3. Table 7 summarizes the information in Table 6.

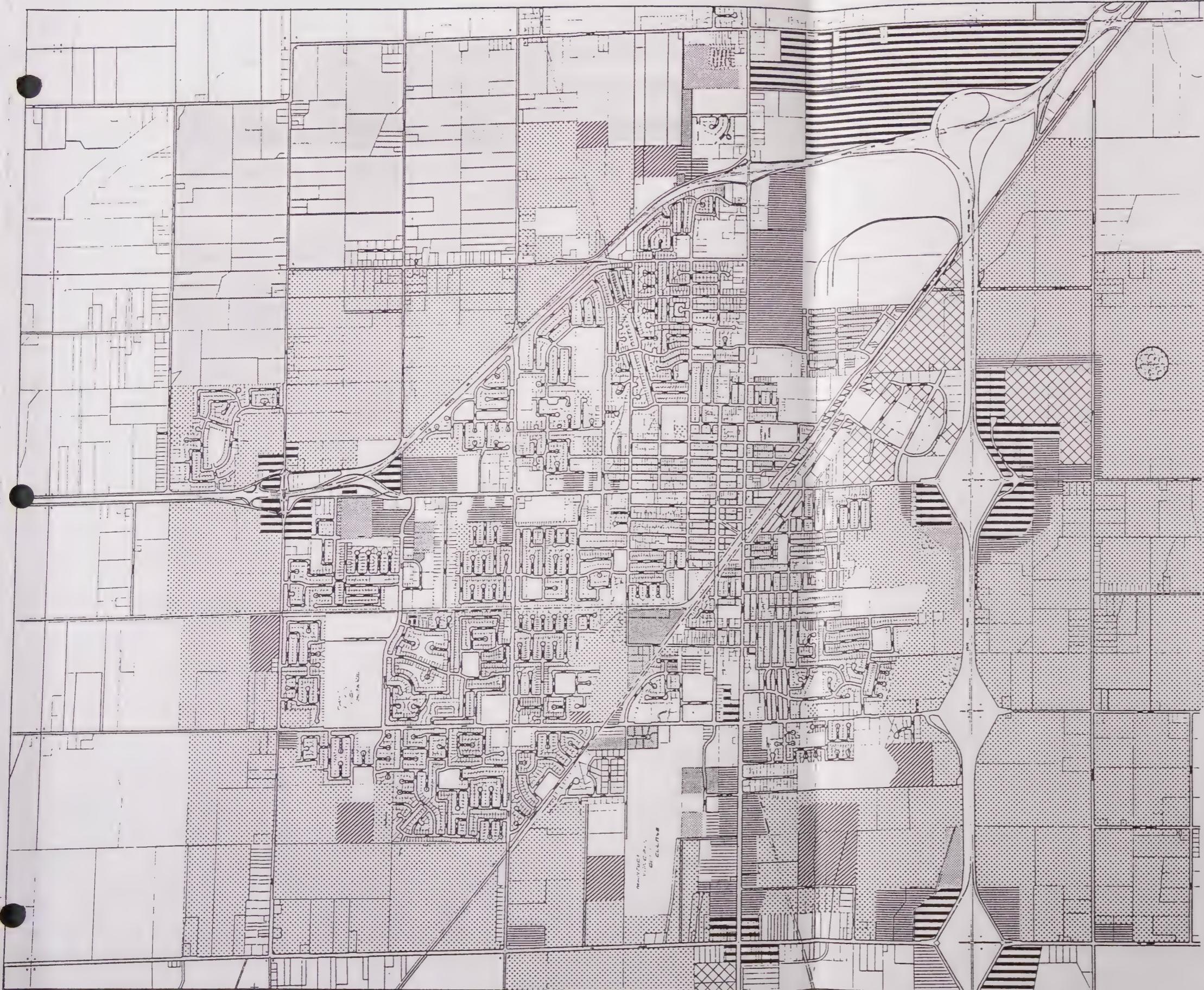
It is questionable, based on market studies, whether all the land in any one of the land use designations will actually be used by the year 2005, the time frame that has been selected for the revised General Plan.

A market assessment of future land absorption prepared as part of the Options Assessment Report indicated that the assumption of full buildout of all land use designations during the time frame of the General Plan appears unrealistic and would create improbable imbalances among land uses. This imbalance in turn distorts traffic projections, other public facility needs, and the calculations of potential revenues from future development. To develop a more likely development scenario consistent with market projections, a modified set of buildout calculations has been prepared, as shown in Table 8.

The modified buildout calculations are based on the following assumptions:

- o All lands within Statistical Areas 3, 4, 7, and 8, and 13 will build out fully.
- o All residential lands will build out fully.
- o Only half of the land designated Office Professional (OP) in Statistical Area 6 will develop.
- o Only half of the land designated Business and Visitor Services (BVS) in Statistical Areas 1, 2, 11, and 12, and only one-third of the land designated BVS in Statistical Area 9 will be developed.

Both the Full Buildout and the Modified Buildout Scenarios are used in the discussion of impacts throughout this report.



**Figure 3**  
**NEW DEVELOPMENT POTENTIAL**  
(As of January 1, 1986)

MANTECA  
CALIFORNIA  
General Plan



Scale in miles  
1/4      1/2



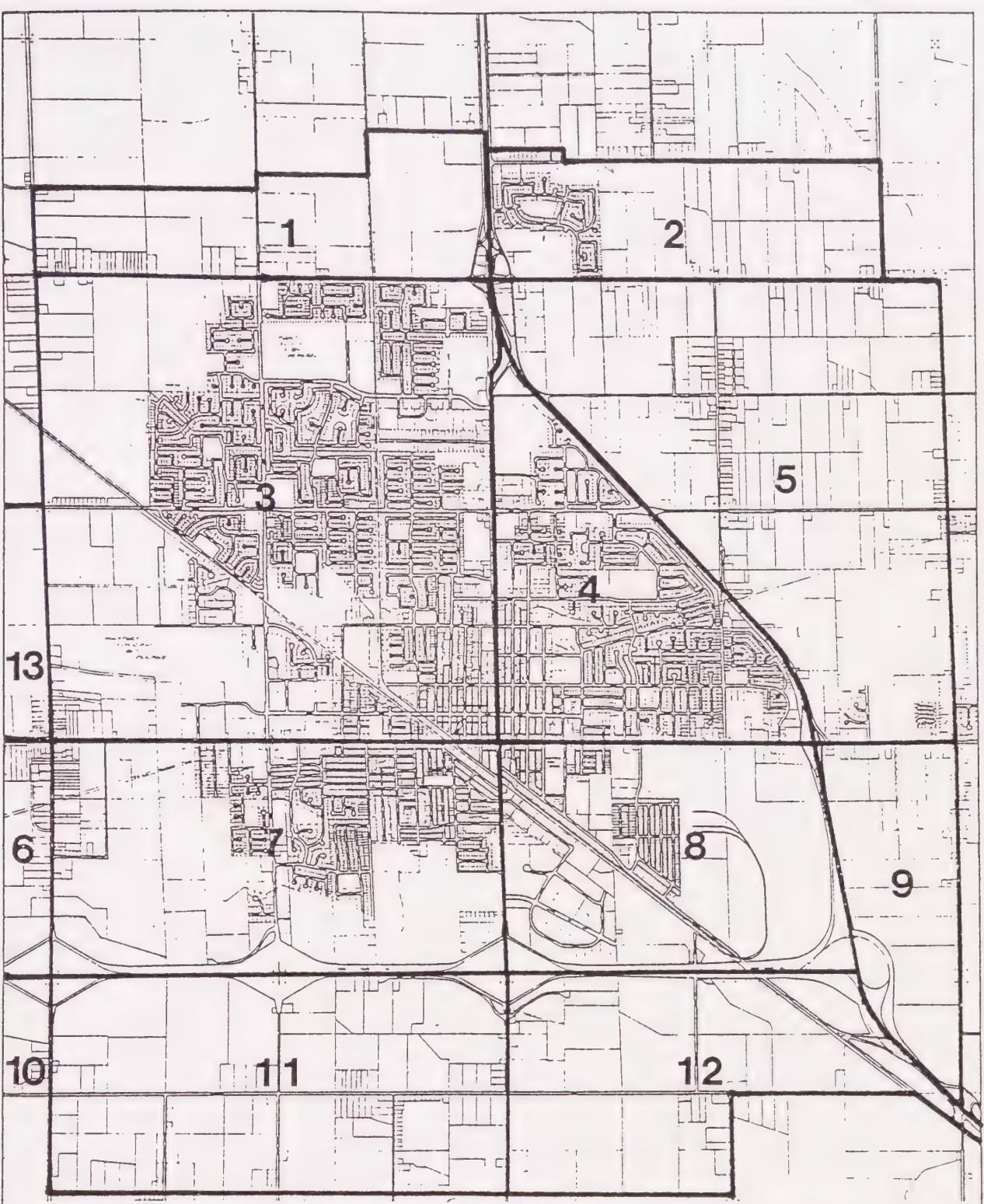


Figure 4  
STATISTICAL AREAS

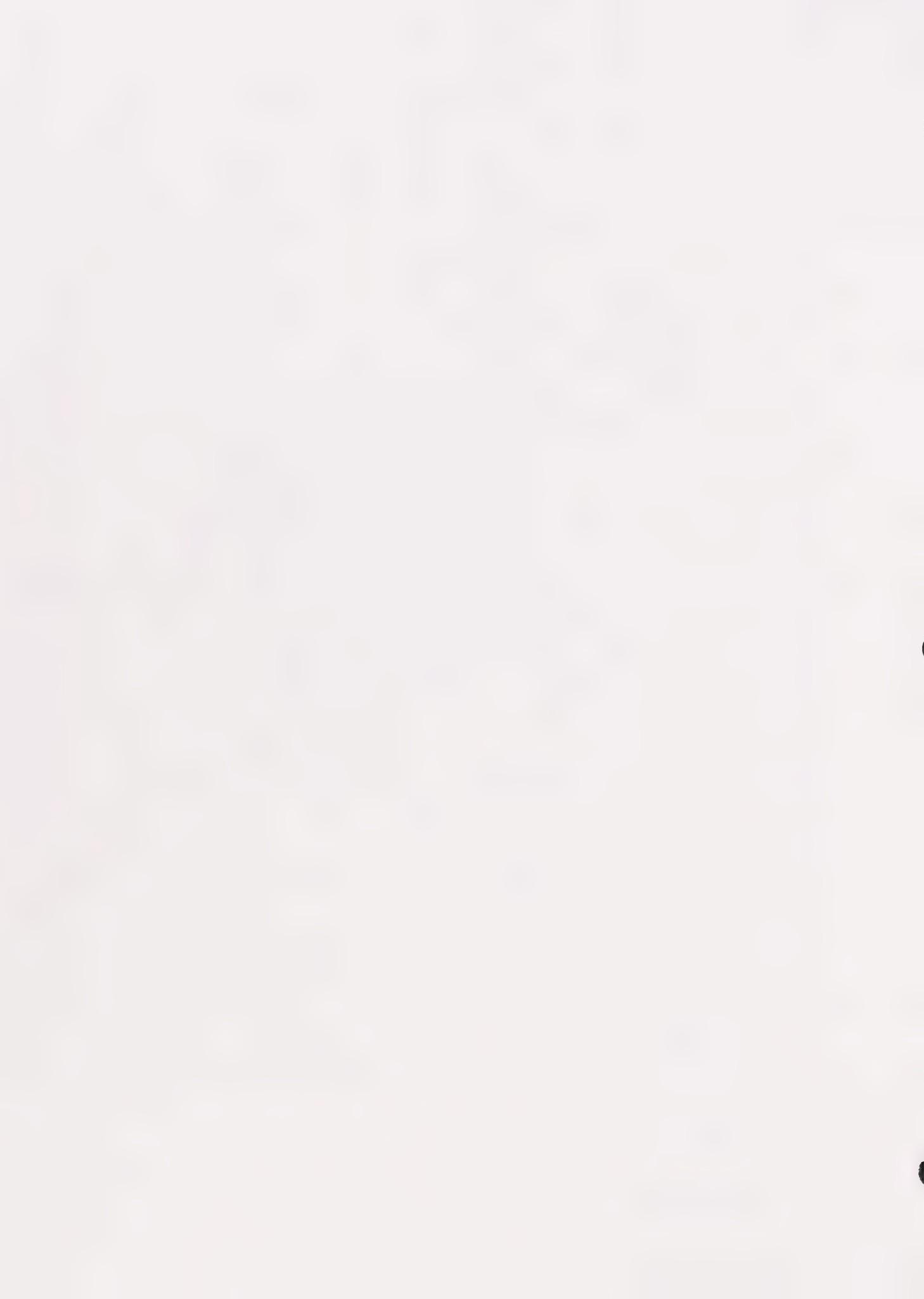


TABLE 6

## NEW DEVELOPMENT POTENTIAL

Land Use Category	STATISTICAL AREA													TOTAL
	1	2	3	4	5	6	7	8	9	10	11	12	13	
VLR		351.0 (702 DU)			711.0 (1422 DU)									2,124 DU
LR	410.5 (2053 DU)	44.5 (223 DU)	577.4 (2827 DU)	13.6 (61 DU)	532.2 (2607 DU)		363.1 (1700 DU)			27.0 (135 DU)	888.0 (4440 DU)	457.0 (2285 DU)	207.0 (1035 DU)	17,366 DU
MR			23.8 (202 DU)	1.6 (14 DU)	16.8 (116 DU)		26.2 (236 DU)							568 DU
HR			48.9 (853 DU)	2.2 (37 DU)	8.6 (146 DU)									1,036 DU
OP			36.9			71.0								107.9 AC
NCC			85.8	37.3	3.7		40.3	100.9			60.0	43.0		371.0 AC
BVS	9.5	9.0	21.2	9.4	7.5		31.0	1.9	306.0	29.0	15.0	46.0		485.5 AC
GC					9.5		26	2.5						38.0 AC
HI								10.8				1.5		12.3 AC
LI								97.5				129.5	107.0	334.0 AC
PQP	40.0	20.0	38.0		72.0		74.0				110.0	20.0		374.0 AC
P/D	15.5	12.0	24.0		50.0		18.8	19.0	14.0	5.0	51.0	*78.0	9.0	*296.3 AC

\* Includes a 50 acre park (only 10 acres will be used for detention basin purposes)

TABLE 7  
FULL BUILDOUT SCENARIO

<u>DESIGNATION</u>	<u>FACTOR*</u>	<u>VAC/UU ACREAGE</u>	<u>DWELLING UNITS</u>	<u>SQUARE FEET</u>
<u>Residential</u>				
Very Low Density	2.0 du/ gross acre	1,062.0	2,124	
Low Density	5.0 du/ gross acre	3,520.3	17,366	
Medium Density	9.0 du/ gross acre	68.4	568	
High Density	17.0 du/ gross acre	<u>59.7</u>	<u>1,036</u>	
Total		4,710.4	21,094	
<u>Commercial</u>				
Office Professional	35%	107.9		1,645,043.4
Neighborhood Community	30%	371.0		4,848,228.0
Business & Visitors	30%	485.5		6,344,514.0
General Commercial	30%	<u>38.0</u>		<u>496,584.0</u>
Total		1,002.4		13,334,369.4
<u>Industrial</u>				
Heavy Industrial	30%	12.3		160,736.4
Light Industrial	40%	<u>334.0</u>		<u>5,819,616.0</u>
Total		346.3		5,980,352.4
<u>Other</u>				
Parks/Detention		296.3		
Public/Quasi-Public		<u>374.0</u>		
Total		670.3		

VAC/UU = vacant/underutilized

\* Where specific projects were approved (before or after January 1, 1986) but were not under construction as of January 1, 1986, the actual number of approved dwelling units was used instead of the multipliers. Therefore, the dwelling unit figures may not equal the total acreage multiplied by the assumed density or intensity factors.

TABLE 8  
MODIFIED BUILDOUT SCENARIO<sup>1</sup>

<u>DESIGNATION</u>	<u>FACTOR</u>	<u>VAC/UU ACREAGE<sup>2</sup></u>	<u>DWELLING UNITS</u>	<u>SQUARE FEET</u>
<u>Residential</u>				
Very Low Density	2.0 du/ gross acre	1,062.0	2,124	
Low Density	5.0 du/ gross acre	3,520.3	17,366	
Medium Density	9.0 du/ gross acre	68.4	568	
High Density	17.0 du/ gross acre	<u>59.7</u>	<u>1,036</u>	
Total		4,710.4	21,094	
<u>Commercial</u>				
Office Professional	35%	72.4		1,103,810.4
Neighborhood Community	30%	371.0		4,848,228.0
Business & Visitors	30%	241.8		3,159,842.4
General Commercial	30%	<u>38.0</u>		<u>496,584.0</u>
Total		723.2		9,608,464.8
<u>Industrial</u>				
Heavy Industrial	30%	12.3		160,736.4
Light Industrial	40%	<u>334.0</u>		<u>5,819,616.0</u>
Total		346.3		5,980,352.4
<u>Other</u>				
Parks/Detention		296.3		
Public/Quasi-Public		<u>374.0</u>		
Total		670.3		

VAC/UU = vacant/underutilized

<sup>1</sup>The modified buildout calculations are based on the assumptions set out on page 16.

<sup>2</sup>Where specific projects were approved (before or after January 1, 1986) but were not under construction as of January 1, 1986, the actual number of approved dwelling units was used instead of the multipliers. Therefore, the dwelling unit figures may not equal the total acreage multiplied by the assumed density or intensity factors.

## DIFFERENCES BETWEEN DRAFT AND FINAL EIR REPORT (Final EIR)

The buildout calculations in this Final Assessment Report (Final EIR) have been modified from those contained in the Draft Assessment Report (Draft EIR), based on three factors:

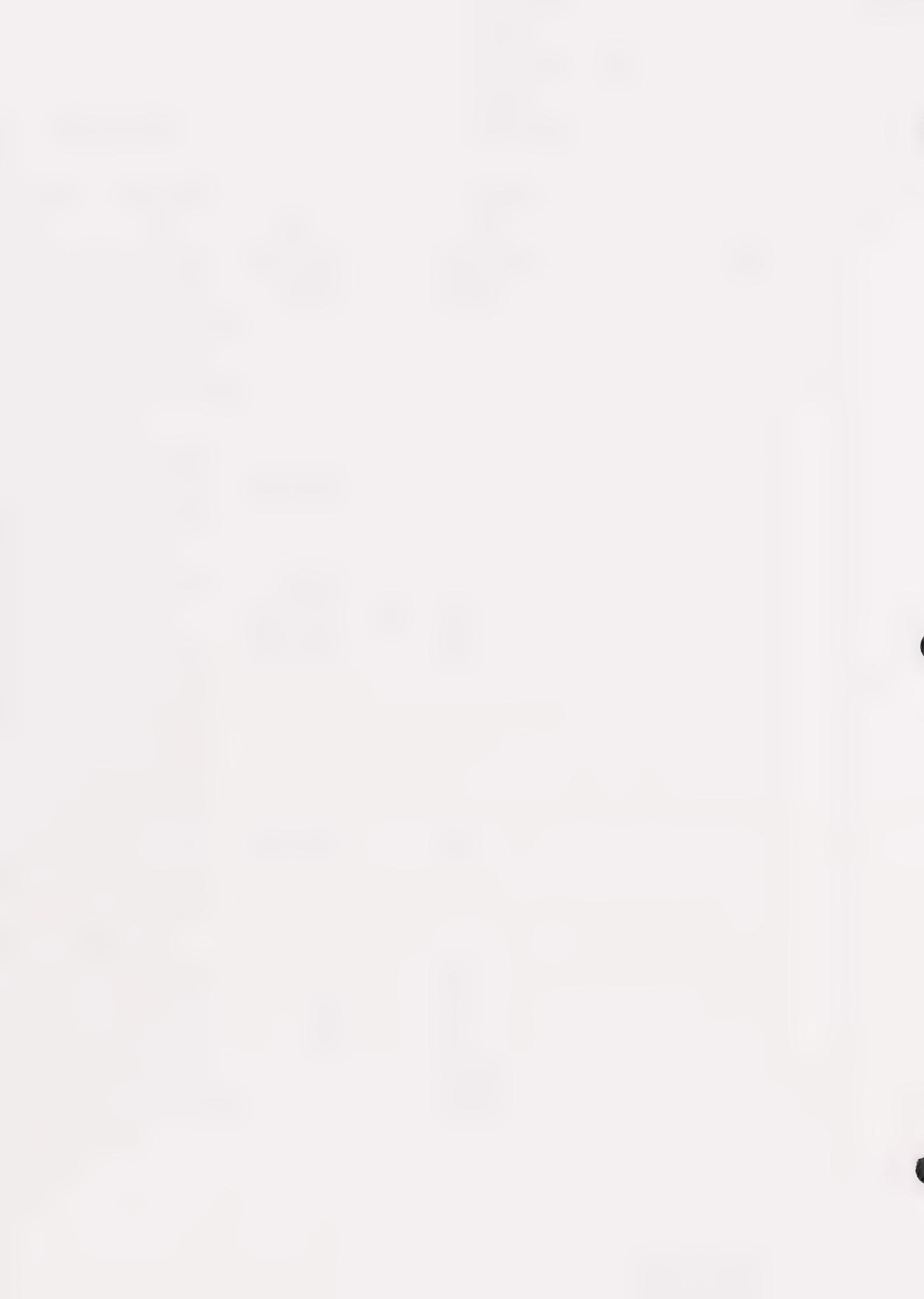
- o Changes in the land use diagram made by the City Council following public review;
- o Approval of new projects, with adjustments to the calculations made based on the actual number of dwelling units approved instead of the multipliers used as general assumptions; and
- o Correction of errors and adjustment to statistics used in the Draft EIR.

Table 9 compares the buildout calculations contained in the Draft and Final EIRs.

TABLE 9  
COMPARISON OF DRAFT AND FINAL EIR BUILDOUT CALCULATIONS

<u>DESIGNATION</u>	DRAFT EIR			FINAL EIR		
	<u>VAC/UU ACREAGE</u>	<u>DWELLING UNITS</u>	<u>SQUARE FEET</u>	<u>VAC/UU ACREAGE</u>	<u>DWELLING UNITS</u>	<u>SQUARE FEET</u>
<u>Residential</u>						
Very Low Density	1,062.0	2,124		1,062.0	2,124	
Low Density	3,280.2	16,252		3,520.3	17,366	
Medium Density	51.9	467		68.4	568	
High Density	<u>35.0</u>	<u>594</u>		<u>59.7</u>	<u>1,036</u>	
Total	4,429.1	19,437		4,710.4	21,094	
<u>Commercial</u>						
Office Professional	111.9		1,706,027.4	107.9		1,645,043.4
Neighborhood Community	430.0		5,619,240.0	371.0		4,848,228.0
Business & Visitors	517.5		6,762,690.0	485.5		6,344,514.0
General Commercial	<u>38.0</u>		<u>496,584.0</u>	<u>38.0</u>		<u>496,584.0</u>
Total	1,097.4		14,584,541.4	1,002.4		13,334,369.4
<u>Industrial</u>						
Heavy Industrial	72.3		944,816.4	12.3		160,736.4
Light Industrial	<u>167.0</u>		<u>2,909,808.0</u>	<u>334.0</u>		<u>5,819,616.0</u>
Total	239.3		3,854,624.4	346.3		5,980,352.4
<u>Other</u>						
Parks	2.6					
Parks/Detention	235.3			305.3		
Public/Quasi-Public	<u>354.0</u>			<u>374.0</u>		
Total	591.9			679.3		

VAC/UU = vacant/underutilized



## CHAPTER 3

### LAND USE, HOUSING, AND POPULATION

This chapter outlines the implications of the General Plan for land use, housing, and population.

#### LAND USE

Existing land use conditions are described in Chapter 1 of the General Plan Background Report.

#### Impacts and Mitigation Measures

The General Plan would provide for some level of urban development in all currently undeveloped areas within the Primary Urban Service Boundary. The General Plan contemplates that all lands within the Primary Urban Service Boundary would be annexed to the City of Manteca within the time frame of the General Plan (i.e., by the year 2005).

The amount of new development provided for by the General Plan is shown in Table 7, assuming full buildup of all land use designations.

The policies of the General Plan are generally consistent with the policies of the San Joaquin County General Plan. However, the land use diagrams in the two plans vary significantly. The County's current General Plan land use diagram for the Manteca area was adopted in 1976 and was not revised to reflect Manteca's 1981 General Plan update. Therefore, the County's current plan is out of date. The County is currently in the process of revising its land use element.

The rate of land absorption or conversion of land to urban uses will be largely dictated by the rate of annexation, market conditions, the availability of public services and facilities, and the City's Growth Management Program.

The amount of development that can occur during the period FY 87-88 through FY 89-90 is limited by available sewer capacity in the City's Phase I plant expansion as discussed in Chapter 1. The rate of residential and non-residential growth after 1990 will be regulated according to the policies in the City's Growth Management Program.

The Policy Document includes the following policies to mitigate the impacts of new development on land use.

- I.A.1. The City shall establish and maintain a Primary Urban Service Boundary line designating lands eligible for annexation and urban development prior to the year 2005 (see Figure II-1).
- I.A.2. The City shall establish and maintain a Secondary Urban Service Boundary line designating lands eligible for annexation and urban development beyond the year 2005 (see Figure II-1). Lands outside the Primary Urban Service Boundary line, but within the Secondary Urban Service Boundary line, shall not be annexed to the City of Manteca prior to their inclusion within the Primary Urban Service Boundary line.

- I.A.3. It is the City's policy that all lands within the Primary and Secondary Urban Service Boundary lines to be ultimately developed to urban standards should be developed under the jurisdiction of the City of Manteca and that, pending annexation to the City, all such lands should remain in agricultural, open space, or other low intensity uses. The City shall work cooperatively with the County to ensure that development approved by the County on unincorporated lands within the Primary and Secondary Urban Service Boundary lines is developed according to standards consistent with those of the City of Manteca. The City shall request all proposals for development on unincorporated lands within the Primary and Secondary Urban Service Boundary lines be referred to the City for review and comment prior to formal consideration by the County.
- I.A.4. The City shall promote growth that recognizes the downtown as the geographic and economic center of Manteca.
- I.A.5. The City shall give priority to infill development and development contiguous to existing developed areas, wherever practical and in conformance with I.B., I.C., and I.D.
- I.A.6. The City shall regulate growth in Manteca according to a growth management program that provides for an annual allocation of the amount of development that may occur, given the capacities of City facilities and services and the ability of the community to assimilate new development.
- I.A.7. The City shall prepare specific plans for new development areas as needed to ensure orderly well-planned growth.

The impacts of the General Plan on land use are deemed to be insignificant for the purposes of CEQA. The secondary impacts of urban development are discussed in subsequent chapters.

## **HOUSING**

The existing housing stock and housing-related issues are described in Chapter II of the General Plan Background Report and in Chapter 2 of this Assessment Report.

### **Impacts and Mitigation Measures**

Table 10 summarizes dwelling unit potential at full buildout of the Primary Urban Service Area under the General Plan, based on assumptions listed in Chapter 2.

**TABLE 10**  
**DWELLING UNIT POTENTIAL**

	SF <sup>1</sup>	MF <sup>2</sup>	TOTAL
Existing DUs <sup>3</sup>	9,577	3,689 <sup>4</sup>	13,266
New DUs <sup>5</sup>	<u>19,490</u>	<u>1,604</u>	<u>21,094</u>
<b>TOTAL</b>	<b>29,067</b>	<b>5,293</b>	<b>34,360</b>

<sup>1</sup>Includes Very Low Density Residential and Low Density Residential

<sup>2</sup>Includes Medium Density Residential and High Density Residential

<sup>3</sup>Taken from Table 4

<sup>4</sup>Includes mobilehomes

<sup>5</sup>Taken from Table 7

As Table 10 shows, Manteca could have as many as 34,360 dwelling units at full buildout. At buildout, approximately 85 percent of the total housing stock would be single family units, while 15 percent would be multi-family units and mobilehomes. In 1986, approximately 72 percent of the housing stock within the Primary Urban Service Area was made up of single family units and 28 percent were multi-family units and mobilehomes.

Based on the number of dwelling units approved and/or constructed since January 1, 1986 and the effect of the Growth Management Program, Manteca's housing stock would grow to approximately 15,000 by 1990. Assuming that the 3.9 percent maximum average annual residential growth rate established by the Growth Management Program remains in effect throughout the time frame of the General Plan, Manteca's housing stock would grow to 26,627 units by the year 2005. By comparison, the San Joaquin County Council of Governments projects Manteca's housing stock to grow to between 27,044 and 36,525 units by the year 2010, based on variable growth rate assumptions.

The impacts of the General Plan on housing will be substantial in terms of increasing the total housing stock and in changing the composition of the housing stock. However, these impacts are deemed to be insignificant for the purposes of CEQA. The secondary impacts of housing development are discussed in subsequent chapters.

## POPULATION

Existing population characteristics and population projections are discussed in Chapter III of the General Plan Background Report.

## Impacts and Mitigation Measures

Table 11 shows population potential under the General Plan. In these calculations, average population per household estimates of 3.25 persons per household for single-family units and 2.25 persons per household for multi-family units have been applied to the total housing stock at full buildout, but assume a four percent vacancy rate. It should be noted that in subsequent chapters of this Assessment Report, the impact assessment assumes that all dwelling units are occupied.

**TABLE 11**  
**POPULATION POTENTIAL**

	DUs <sup>1</sup>	Net DUs <sup>2</sup>	Pop/HH	Total Pop
Single-Family	29,067	27,904	3.25	90,688
Multi-Family	<u>5,293</u>	<u>5,081</u>	2.25	<u>11,432</u>
<b>TOTAL</b>	<b>34,360</b>	<b>32,985</b>		<b>102,120</b>
Existing Population				38,391 <sup>4</sup>
<b>NET INCREASE</b>				<b>63,729</b>

<sup>1</sup>Taken from Table 10

<sup>2</sup>Assumes 4% vacancy rate

<sup>3</sup>Single-family includes Very Low Density Residential and Low Density Residential; Multi-family includes Medium Density Residential and High Density Residential; these population per household estimates roughly reflects 1986 population per household estimates prepared by the California Department of Finance

<sup>4</sup>Taken from Chapter 2

As Table 11 shows, Manteca's population could increase under the General Plan by 63,729 for a total population of 102,120 at full buildout of all lands within the Primary Urban Service Boundary.

The San Joaquin County Council of Governments projects Manteca's population to grow to between 81,132 and 109,575 by the year 2010, based on variable growth rate assumptions.

In the short term, population growth in Manteca will be determined by sewer limitations, allowing for about 1,775 residential units to be constructed during the three-year period FY 87-88 to FY 89-90. In the long term, the population growth rate will be determined by market conditions and the City's Growth Management Program developed in conjunction with the General Plan. The Growth Management Program specifies a 3.9 percent maximum average annual growth rate after 1990 when the City's Phase II sewer plant expansion is expected to come on line.

The impact of the General Plan on population will be substantial. However, these impacts are deemed insignificant for purposes of CEQA. The secondary impacts of population growth are discussed in subsequent chapters.

## CHAPTER 4

### TRANSPORTATION

This chapter reviews the impacts of the General Plan on the Manteca-area circulation system, with the primary emphasis on the street and road network. Existing transportation facilities and services are described in Chapter V of the General Plan Background Report.

#### **STREETS AND ROADS**

##### **Land Use Assumptions**

Land use assumptions for the existing, fully-committed lands within the Primary Urban Service Area and for future development are presented in Table 12. Table 13 shows the same data summarized for the general land use categories, along with the percentage increases over the existing levels for each land use scenario.

Potential future developed land areas range from 303 percent to 420 percent of total existing developed land for some individual land use categories, equal to a net increase from 203 to 320 percent. For the Primary Urban Service Area as a whole, the potential total developed land area is 320 percent of the existing amount of developed land, or a net increase of 220 percent.

It should be noted that for both the Full Buildout and Modified Buildout Scenarios there is imbalance between the amount of increase in the individual land use categories. However, the Modified Buildout Scenario has less imbalance. Some imbalance is to be expected; however, drastic imbalances (as occurs in the Full Buildout Scenario) necessarily result in projected traffic generation and distribution characteristics which are markedly unlike those of that currently exist in Manteca.

For the projections of future traffic volume levels, only the Modified Buildout land use scenario has been used. As discussed in Chapter 2, the Modified Buildout Scenario has reduced levels of Professional Office (OP) and Visitor Serving Commercial (BVS) compared to the Full Buildout Scenario. This scenario represents more balanced growth for the various land use types and can be modeled with internal-external travel assumptions similar to those used for the existing case model. In this chapter, the modified buildout scenario will be referred to as the future development plan.

##### **Trip Generation Estimates**

For the existing committed land uses and for both future land use scenarios, daily trip generation estimates were prepared by applying average trip generation rates to the acreages of development in each of the several land use categories. Table 14 presents the trip generation rates used in preparing these trip estimates. These rates are typical planning level trip generation factors, in some cases specifically chosen to properly correspond to the type of uses in the specific land use categories used, and generally consistent with trip generation data published by the Institute of Transportation Engineers.

The resulting trip generation estimates for the specific land use categories under the existing committed case and for the future development scenario are shown in Table 15. Table 16 presents a side-by-side comparison of the land use assumptions, the trip generation estimates, and the percentage increases for the general land use categories.

**TABLE 12**  
**LAND USE ASSUMPTIONS BY**  
**SPECIFIC LAND USE CATEGORIES**  
**(IN ACRES)**

	<u>Existing Committed</u>	<u>New Development Only Modified Buildout</u>
<b>RESIDENTIAL</b>		
VLD	183	1,062
LD	1,897	3,520
MD	112	68
HD	132	60
	---	---
Subtotal	2,324	4,710
<b>COMMERCIAL</b>		
OP	26	72
NCC	141	371
BVS	54	242
GC	25	38
	---	---
Subtotal	246	723
<b>INDUSTRIAL</b>		
HI	32	12
LI	76	334
	---	---
Subtotal	108	346
<b>OTHER</b>		
O/P	125	296
PQP	132	374
	---	---
Subtotal	257	670
=====		
<b>GRAND TOTAL</b>	<b>2,935</b>	<b>6,449</b>

<sup>1</sup>From Table 8

**TABLE 13**  
**LAND USE ASSUMPTIONS**  
**BY GENERAL CATEGORIES**  
**(IN ACRES)**

	<u>Existing Committed</u>	<u>Future Added*</u>	<u>Total</u>	<u>% of Existing</u>	<u>% Net Increase</u>
<b>MODIFIED BUILDOUT</b>					
Residential	2,324	4,710	7,034	303%	203%
Commercial	246	723	969	394%	294%
Employment	108	346	454	420%	320%
Other	257	670	927	361%	261%
Total	2,935	6,449	9,384	320%	220%

\*From Table 12

**TABLE 14**  
**ASSUMED DAILY TRIP GENERATION RATES**

	Daily Trips	Per
<b>RESIDENTIAL LAND USES</b>		
Very Low Residential	20	Acre
Low Residential	50	Acre
Medium Residential	70	Acre
High Residential	110	Acre
<b>COMMERCIAL LAND USES</b>		
Office Professional	230	Acre
Neighborhood Commercial	500	Acre
Business & Visitor Services	500	Acre
General Commercial	50	Acre
<b>EMPLOYMENT LAND USES</b>		
Light Industrial	120	Acre
Heavy Industrial	60	Acre
<b>OTHER LAND USES</b>		
Public/Quasi-Public Facilities	6	Acre
Parks	50	Acre

Source: Joseph R. Holland, Consulting Traffic Engineer

**TABLE 15**  
**COMPARISON OF TRIP GENERATION LEVELS**  
**SPECIFIC LAND USE CATEGORIES\***

	Existing Committed	Modified Buildout
<b>RESIDENTIAL</b>		
VLD	3,700	25,380
LD	94,700	268,770
MD	7,900	12,650
HD	14,600	17,840
 Subtotal	 120,900	 324,640
<b>COMMERCIAL</b>		
OP	5,900	21,340
NCC	70,200	252,200
BVS	27,200	148,900
GC	1,300	3,160
 Subtotal	 104,600	 425,600
<b>INDUSTRIAL</b>		
HI	1,900	2,410
LI	9,100	48,980
 Subtotal	 11,000	 51,390
<b>OTHER</b>		
P	700	2,580
PQP	6,600	22,420
 Subtotal	 7,300	 25,000
 <b>GRAND TOTAL</b>	 243,800	 826,630

\*Based on Tables 12 and 14

TABLE 16  
COMPARISON OF TRIP GENERATION LEVELS  
GENERAL LAND USE CATEGORIES\*

	ACREAGE <sup>1</sup>				TRIPS <sup>2</sup>		
	Existing Committed	Future Added	Total	% of Existing	Existing Committed	Future Total	% of Existing
<b>MODIFIED BUILDOUT</b>							
Residential	2,324	4,710	7,034	303%	120,900	324,640	269%
Commercial	246	723	969	394%	104,600	425,600	407%
Employment	108	346	454	420%	11,000	51,390	467%
Other	257	670	927	361%	7,300	25,000	342%
Total	2,935	6,449	9,384	320%	243,800	826,630	339%

<sup>1</sup>Based on Table 13

<sup>2</sup>Based on Table 15

The data presented in these tables show that the Modified Buildout Scenario results in significant increases in total Primary Urban Service Area trip generation levels, up to 339 percent of the existing committed levels. Also evident from these data are the effects of the imbalances in the amount of increases for the various land use categories.

In the Modified Buildout Scenario, the residential trip generation would be 269 percent of existing levels, for a 169 percent net increase, while the commercial generation would be 407 percent of existing levels (307 percent net increase) and the employment generation would be 467 percent of the present total (367 percent net increase). This would suggest, under this land use scenario as compared with the existing committed case, either that a larger proportion of the residential trips will be oriented to internal non-residential sites, or that a significantly higher internal-to-external pattern will occur for the non-residential trip generation. In either case, the nature of the Primary Urban Service Area's future traffic generation and distribution would be significantly different from that currently observed.

## Primary Urban Service Area Traffic Model

A computerized traffic model was developed for the Primary Urban Service Area. The model consists of street and highway links (with descriptive parameters such as length and travel speed) and traffic generation zones (with descriptive parameters such as types and amounts of land use in each zone). Other input data for the model include the type of trip purposes to be estimated (e.g., home-based-work, home-based-nonwork, non-homebased, and internal-to-external), the percentage of each trip purpose for each land use category, the percentage of internal-to-external travel to be assigned to each external station (i.e., where the Primary Urban Service Area model interfaces with the surrounding region), and the pattern of external-to-external travel.

Over 50 traffic analysis areas were identified from the land use data for the existing case and for the future land use assumptions. These analysis areas were separated into even smaller traffic generation zones for use in the model, and the amount of land use within each of these zones was estimated. Using these traffic zones, the traffic to be generated by each zone was estimated using the trip generation rates presented earlier. The number of trips in each of the trip purpose categories was then estimated for each zone.

For the future development plan, care was taken to balance the various components of travel within and external to the Primary Urban Service Area, so that the character of the projected travel patterns would resemble, as much as possible, the character of existing travel patterns. Table 17 presents the resulting internal-to-internal and internal-to-external distribution assumptions used in this analysis for each of the cases analyzed.

Note that the total percentage of internal-external trips is projected to be lower at future trip generation levels, even though the absolute number of internal-external trips will be greater.

With the trip generation estimates completed, the traffic model was used to estimate the levels of existing and projected traffic volumes on the existing street system. The existing committed case was compared with the existing traffic count data provided by the Manteca Public Works Department, and several calibration runs were made until the model results satisfactorily estimated the existing count levels. Before each calibration run of the model, changes were made to the basic model parameters (primarily travel speed on key network links) to influence the manner in which the model would make the actual assignments of traffic to the network.

After the calibration was successfully completed, the land use assumptions for the future development plan were substituted and the model was run again. The results are the projected future traffic volumes on the Primary Urban Service Area's street and highway system. For the future development plan, the existing street and highway network was used, with the planned additions as set forth in the General Plan's Circulation Plan Diagram.

The model makes trip assignments to streets on the basis of the shortest travel time path between each origin and destination. No capacity restrictions were placed on the assignment process, resulting in an "all-or-nothing" assignment of trips. This means that more trips may have

been assigned to a given roadway than there is existing or planned capacity to accommodate. While this method would appear to produce unrealistic results, it is useful in identifying the probable travel corridors where future traffic problems will be experienced. The analysis procedures used to evaluate the model results, compensate for over-loadings of individual routes by comparing the volumes on several parallel routes with the total capacity of those parallel routes.

### Projected Future Traffic Volumes

The traffic model's daily traffic volume projections for the Primary Urban Service Area's major roadways are presented in Figures 5 and 6. Figure 5 presents the calibrated results for the existing, fully committed case. Comparison of the volumes projected for this case with the existing traffic volumes documented in the General Plan Background Report provides a general indication of the accuracy of the model (however, it should be remembered in making such comparisons, that the committed land use assumptions include some areas not actually fully developed as of January 1, 1986, the base date used in this Assessment Report). Comparison of the volumes indicates that the model produces reasonably accurate projections (estimates) of existing traffic volume levels. Figure 6 presents the projected future volume levels for the future development plan.

The traffic volumes shown in Figure 6 include the existing traffic levels on the Primary Urban Service Area's streets and highways, plus the potential additional traffic which would be generated by its buildout development. These projected traffic volumes are intended to show the potential impact of the Primary Urban Service Area's development on the existing circulation system. They do not include any future component of through-traffic growth associated with development trends of areas outside the Primary Urban Service Area. Therefore, projected traffic volumes shown on regional facilities such as State Route 99 and State Route 120 may not correspond with the ultimate volume levels which State and regional agencies may project for these highways.

Figure 7 shows six screenlines used to evaluate the model results. A screenline is an imaginary line, drawn across one or more streets that facilitates a comparison of the total projected traffic volumes with the total traffic-carrying capacity of those streets. The screenlines have been chosen to cover the major travel corridors within the urbanized portion of the Primary Urban Service Area, but do not include the freeways, even though in one case (E-E) the screenline crosses Highway 99. Only the major travel routes are included in the volume and capacity estimates for the screenlines, with minor streets being omitted.

**TABLE 17**  
**ASSUMED INTERNAL AND EXTERNAL DISTRIBUTION  
 OF PRELIMINARY URBAN SERVICE AREA TRIPS**

	Total Daily Trips	I-I	I-X	% I-X
<b>EXISTING</b>				
Residential	120,900	74,200	46,700	39
Commercial	104,600	78,800	25,800	25
Employment	11,000	7,200	3,800	35
Other	7,300	7,300	0	0
Total	243,800	167,500	76,300	31
<b>FUTURE DEVELOPMENT PLAN (Modified Buildout Scenarios)</b>				
Residential	324,600	275,700	48,900	15
Commercial	425,600	319,200	106,400	25
Employment	51,400	33,400	18,000	35
Other	25,000	25,000	0	0
Total	826,600	653,300	173,300	21

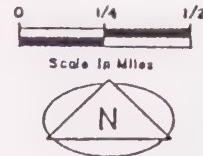
I-I = Internal to Internal Trips

I-X = Internal to External Trips

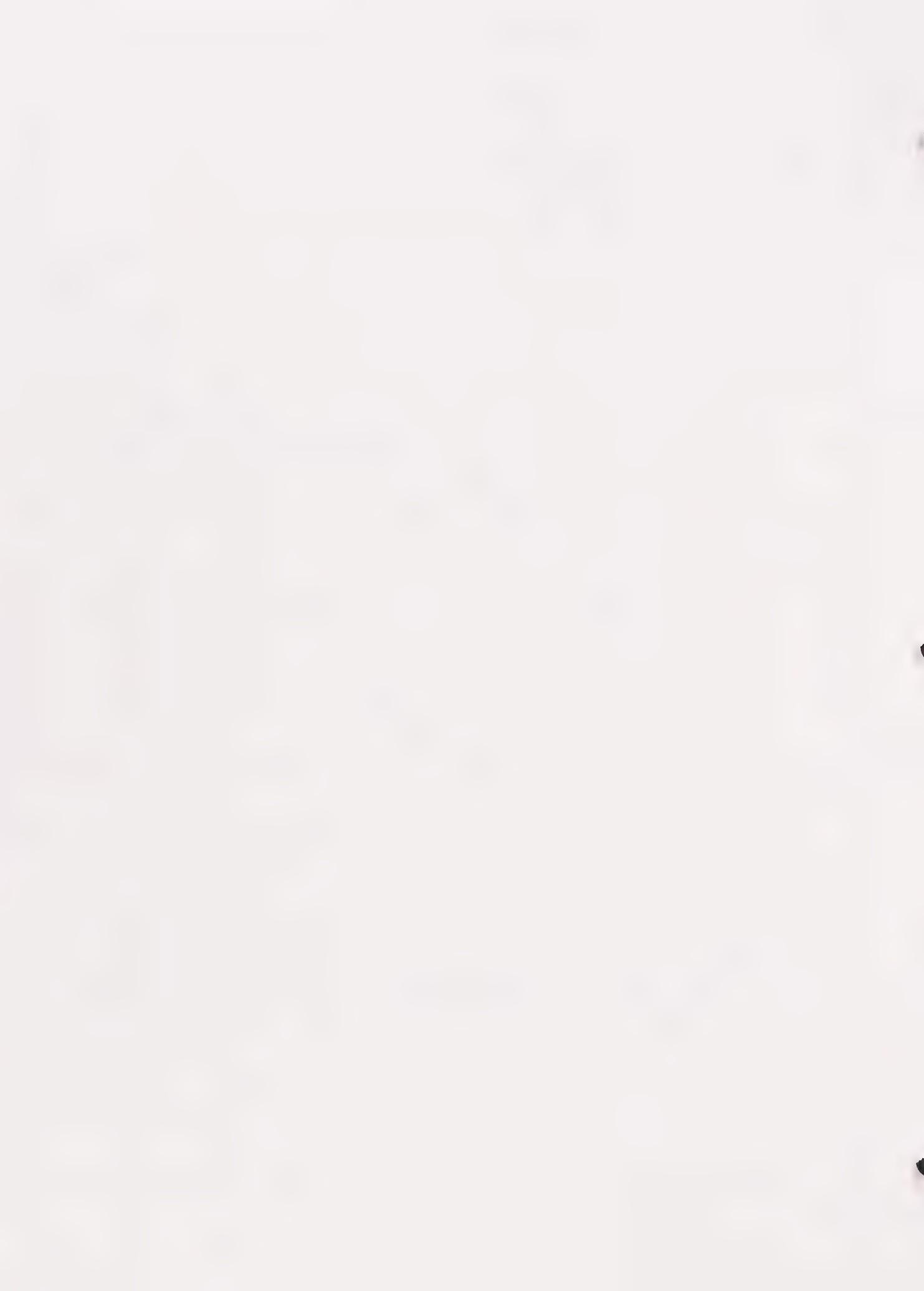
The traffic-carrying capacity of the various streets in the existing built-up area has been estimated to be that of the ultimate street facility that can be developed within existing rights of way. For the undeveloped areas, it has been assumed that up to a six-lane arterial facility could be developed, if required to accommodate the projected volumes. It is assumed that rights of way for such future street facilities will be dedicated as the adjacent areas develop. Where less than a six-lane arterial is needed, the capacity has been assumed to be correspondingly less.

The street capacity values used are shown in Table 18. The corresponding capacity values for freeway facilities are also shown for information only, since the freeway facilities are not included in the screenlines.

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## **Figure 5 PROJECTED TRAFFIC VOLUMES (EXISTING CONDITIONS)**



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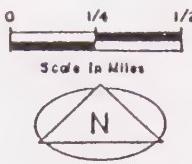
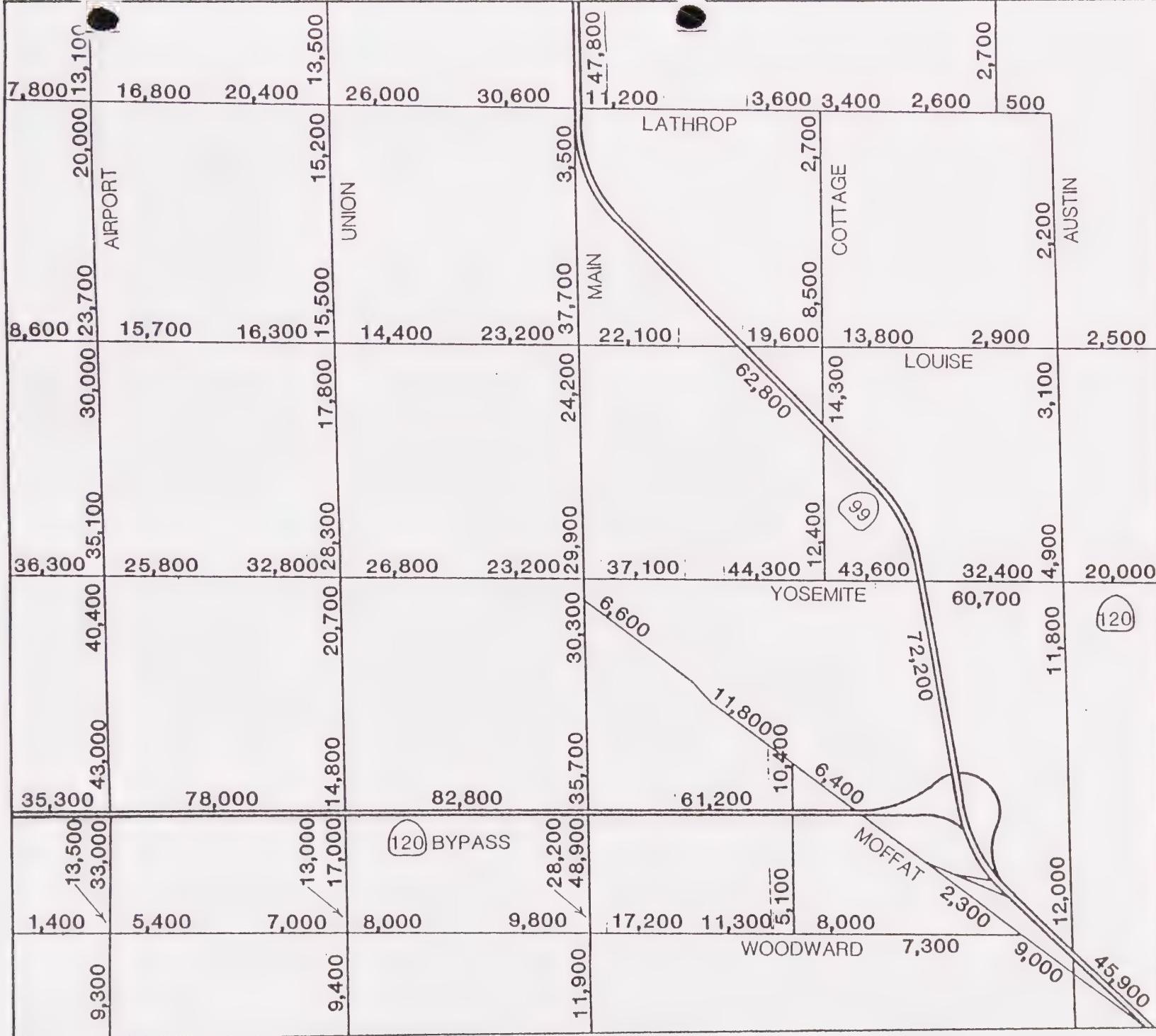
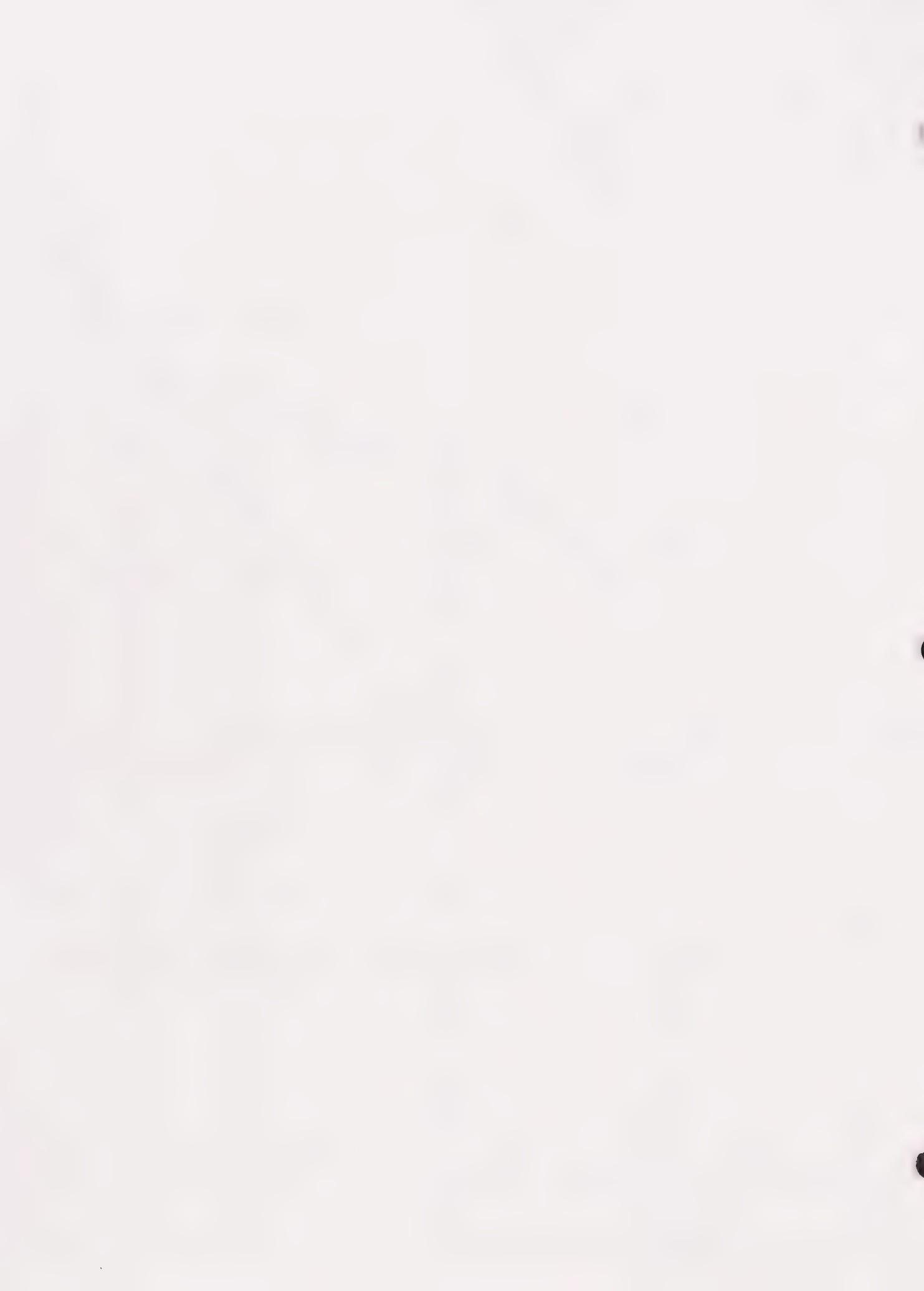
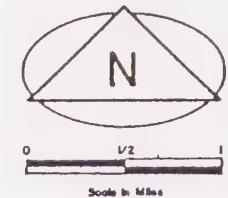


Figure 6  
PROJECTED  
TRAFFIC  
VOLUMES

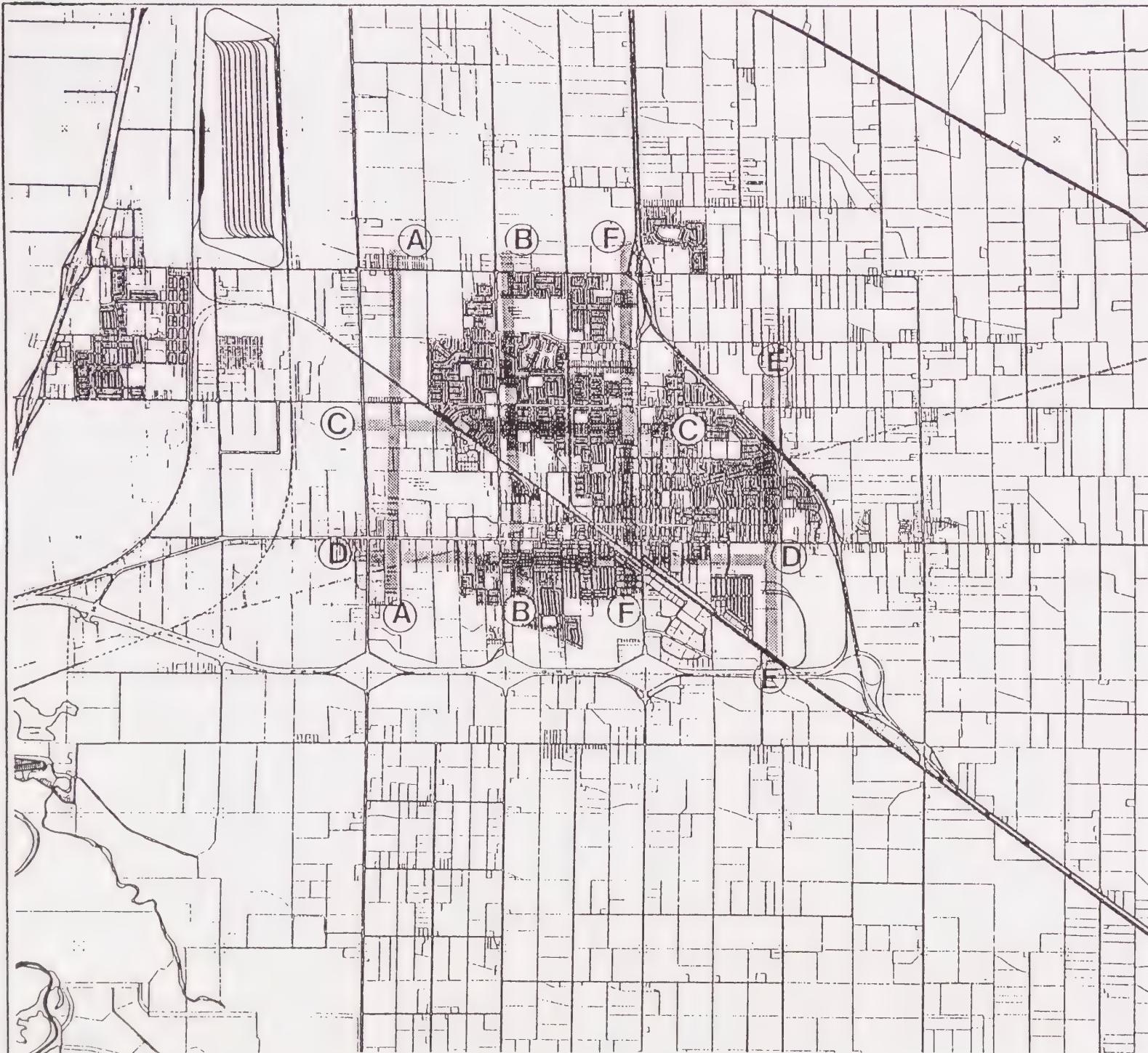




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**Figure 7  
TRAFFIC  
ANALYSIS  
SCREENLINES**



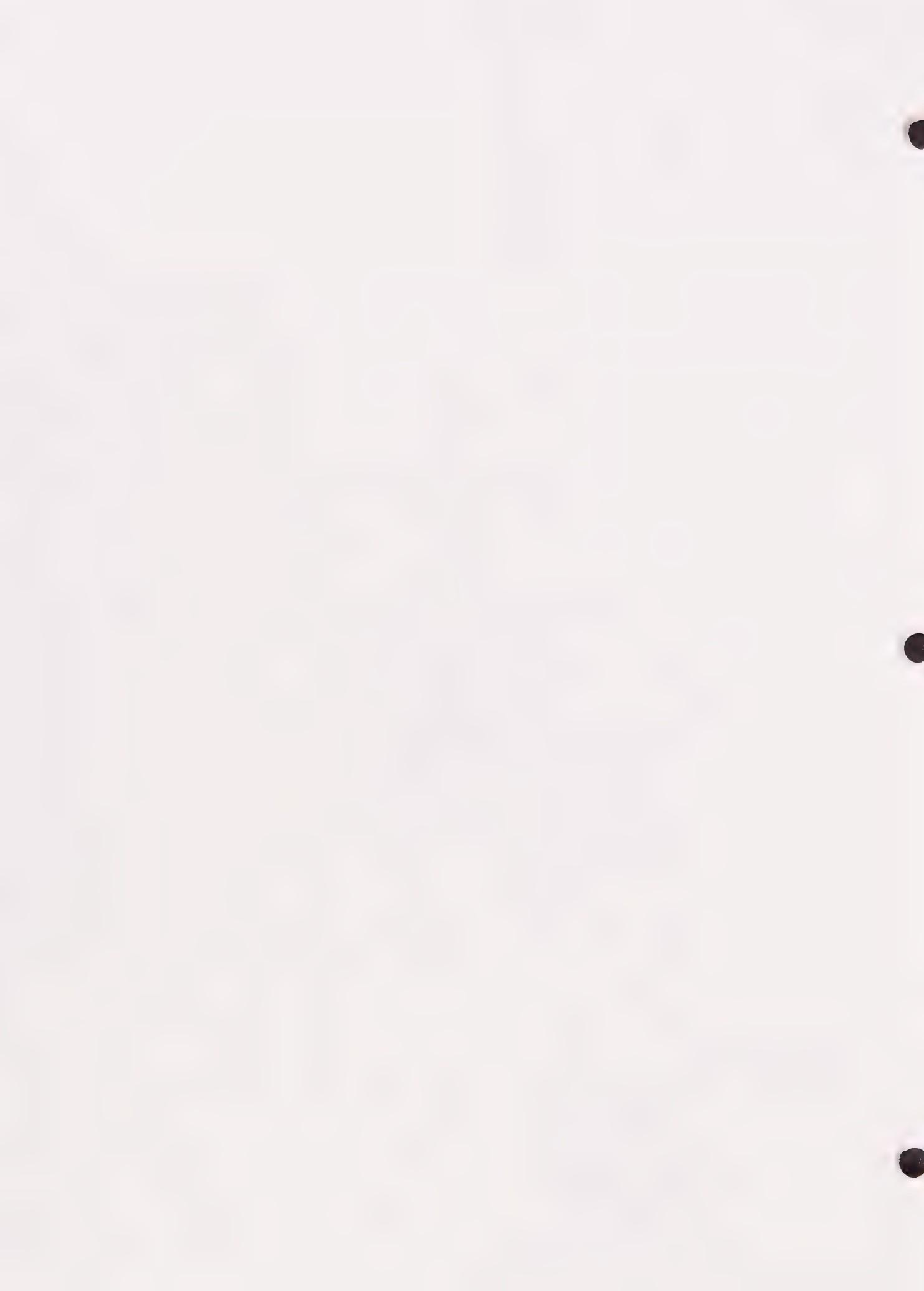


TABLE 18  
ASSUMED ROADWAY CAPACITIES

	Right of Way (feet)	Daily Volume
<b>Surface Streets</b>		
2 - lane street	60	12,000
4 - lane	65-80	15-20,000
	80-84	24,000
6 - lane	94-110	36,000
<b>Freeways</b>		
4 - lane		60,000
6 - lane		90,000
8 - lane		120,000

Table 19 presents the screenline traffic volume and capacity results for the existing committed case and the future development plan. It also shows the existing traffic count levels for each screenline. For each case, a Volume-to-Capacity (V/C) ratio is shown. The V/C ratio provides an indication of the degree to which the ultimate screenline capacity will be utilized by the projected traffic volumes.

For general planning purposes, the projected V/C ratios at buildout of the Primary Urban Service Area should not exceed a level of about 0.85 to 0.90. This allows a margin of safety and represents efficient utilization of the roadway facilities at ultimate traffic volume levels. Of course, the lower the V/C ratio, the better the traffic conditions will be.

The data presented in Table 19 show that the future development plan results in traffic volume levels that exceed a V/C ratio of 1.00 at one screenline and that are just short of 1.00 at another screenline. This means that future peak-hour conditions at and in the vicinity of these screenlines are likely to be congested, with peak periods lasting longer than would normally occur. A certain amount of diversion to other, non-arterial streets can be expected to occur with projected screenline V/C ratios as high as these, and this could result in adverse impacts on minor streets which provide alternate routes of travel.

**TABLE 19**  
**PROJECTED SCREENLINE TRAFFIC VOLUMES**

	A-A	B-B	C-C	D-D	E-E	F-F
Existing Volumes	22,800	44,900	36,800	30,300	34,000	52,700
Model Estimate Ex Committed	23,400	45,800	35,900	29,500	30,400	55,000
Future Dev Plan V/C ratio	58,300 0.69	95,100 0.81	77,800 0.77	100,300 0.92	78,700 1.01	106,400 0.99
Ultimate Capacity	84,000	118,000	101,000	92,000	78,000	107,000

#### Future Street and Highway Needs

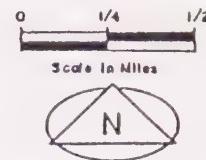
Based on the projected traffic volume levels shown in Figure 6 and the assumptions on maximum street size shown in Table 18, Figure 8 shows the future street and highway system needed to accommodate the future development plan (Modified Buildout Scenario) identified in Figure 8. This figure shows the number of lanes required, or attainable for the major streets and highways within the Primary Urban Service Area. In some instances the maximum facilities are still insufficient to accommodate the projected volume levels; these are indicated with an asterisk (\*).

As discussed previously, the street and highway network shown in Figure 8 presents the facility requirements associated with development of the Primary Urban Service Area alone. Requirements to accommodate ultimate regional traffic growth are not necessarily reflected in the number of lanes shown for the regional highway network. Therefore, the projected facility needs shown on regional facilities such as State Route 99 and State Route 120 do not necessarily correspond with the ultimate facility needs which State and regional agencies may project.

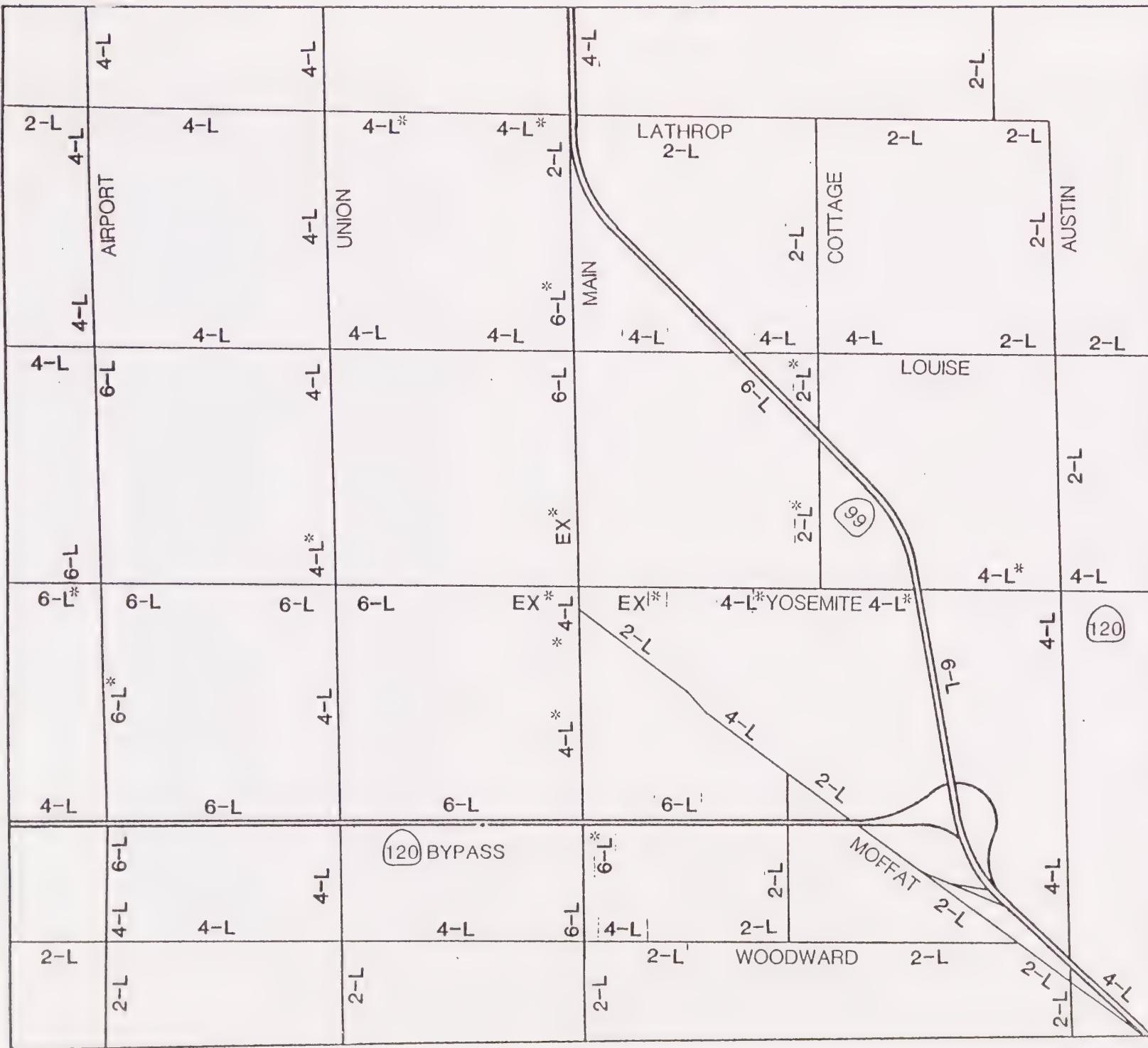
Traffic signals will be required at the intersection of all major arterials and at many intersections of other streets with the major arterials. Probable locations for traffic signals along arterials include existing and future intersections with collectors serving significant areas of residential or mixed land uses.

In addition to the street and highway improvements shown, the major overcrossing facilities listed in Table 20 will need to be improved under the future development plan. For each facility the nature of the required

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**Figure 8  
PROPOSED  
ROADWAY  
SYSTEM**



\* - Volume Equals or Exceeds Capacity

EX - Existing

2-L - Two Lanes

4-L - Four Lanes

6-L - Six Lanes



improvement is also indicated. In some cases, widening of the ramps and improvements at the intersection of the ramps with the surface street may be required. It is conceivable that some improvements to the Route 99/Route 120 Bypass interchange could also be required at the projected traffic volume levels; however, no detailed analysis of that interchange has been prepared.

TABLE 20

**RECOMMENDED IMPROVEMENTS TO OVERCROSSING FACILITIES  
(From existing width to width shown)**

	Existing	Future <sup>1</sup>
State Route 99		
Lathrop	2-L	4-L
Louise	2-L	4-L
Yosemite	4-L	6-L
State Route 120 Bypass		
Main	2-L	6-L
Union <sup>2</sup>	2-L	4-L
Airport	2-L	6-L

2-L = two through-travel lanes, etc.

<sup>1</sup> A center lane for turning traffic will be needed in addition to the through travel lanes indicated.

<sup>2</sup> Assumes added ramps to the existing 2-lane overpass

There are currently 13 at-grade railroad crossings in the portion of the Primary Urban Service Area in, and immediately adjacent to, the existing Manteca city Limits. There are additional at-grade railroad crossings in the portion of the Primary Urban Service Area which lies west of Airport Way. To minimize adverse impacts on future traffic conditions and to maximize safety at the crossings, the construction of grade separations (overpasses or underpasses) for the roadways at these crossings should be considered.

Within the existing built-up portion of the city, the construction of railroad grade separations can create significant problems because of the unavoidable impacts on adjacent existing development, resulting in access limitations for some properties, and problems with aesthetics. Within areas which are not yet developed, there is still an opportunity to reserve the necessary rights of way and to make provision for adequate future access to adjacent properties.

## Interstate Route 5

This section presents a separate discussion of the traffic levels on Interstate Route 5 in the vicinity of Lathrop Road and Louise Avenue, which are projected to carry a significant amount of new traffic at the Modified Buildout Scenario levels. Figure 9 shows the existing and projected traffic volume levels on I-5 and on Lathrop Road and Louise Avenue just east of I-5. Table 21 presents the existing and projected interchange ramp volume levels at the Lathrop and Louise interchanges.

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TABLE 21  
INTERSTATE ROUTE - INTERCHANGE RAMP VOLUMES

Interchange	Ramp	Daily Traffic Volumes	
		Existing (1986)	At Modified Buildout
Lathrop Road	SB Off	1,700	4,100
	SB On	1,400	3,400
	NB Off	1,400	3,400
	NB On	1,600	4,000
Louise Avenue	SB Off	2,300	5,700
	SB On	4,000	9,000
	NB Off	3,300	8,000
	NB On	2,300	5,200

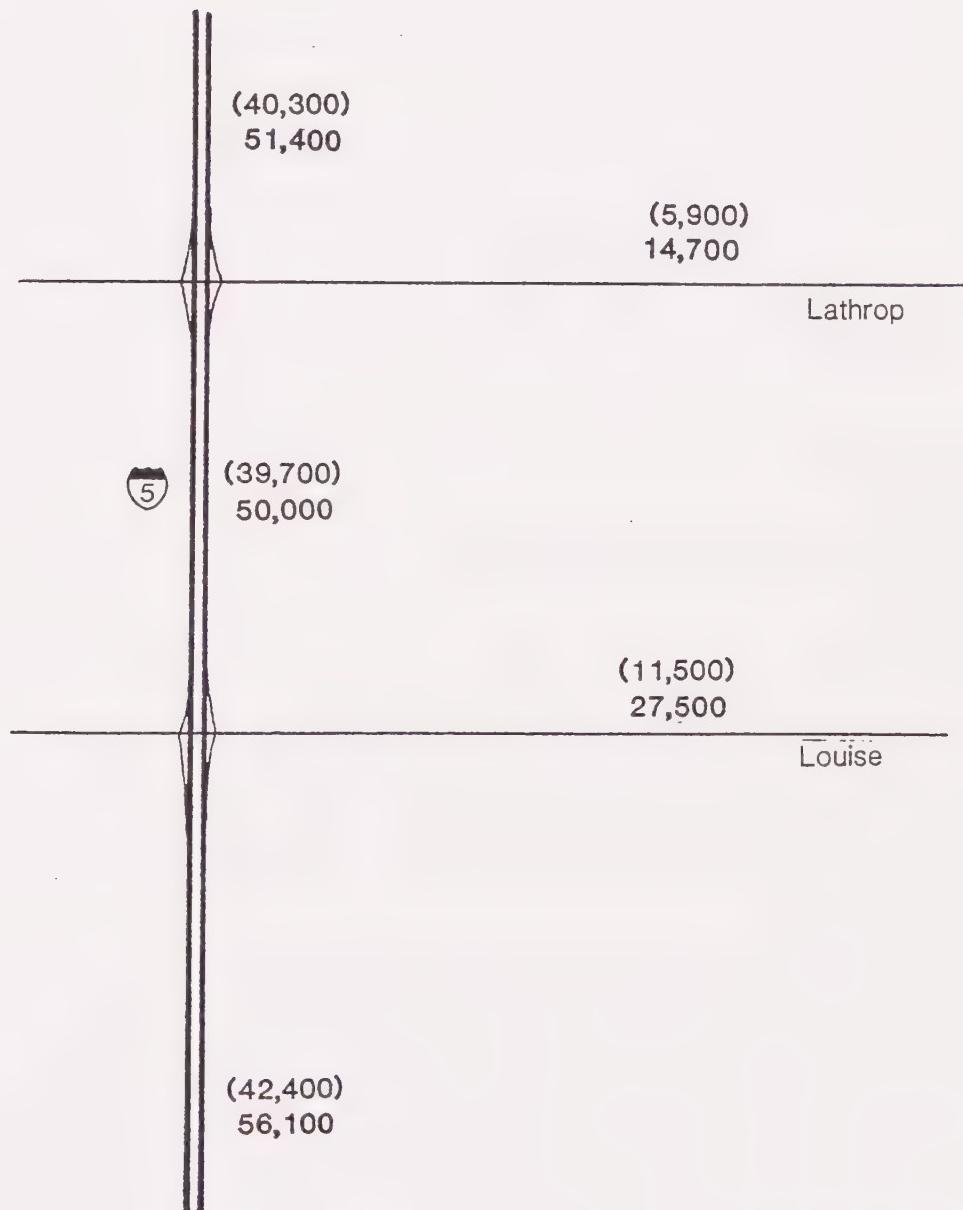
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The existing freeway and ramp counts were obtained from Caltrans, and the surface street counts were obtained from the San Joaquin County Public Works Department. Where necessary, adjustments were made to accurately estimate existing volume levels. The projected volumes are for the Modified Buildout Scenario.

Based on these projections, no changes to mainline I-5 will be required at the Modified Buildout level. It is already a six-lane divided freeway, and the projected daily traffic volumes are well within the capacity of this facility.

The traffic volumes shown in Figure 9 include the existing traffic levels on the roadways shown, plus the traffic to be added by buildout of the Primary Urban Service Area. These projected traffic volumes are intended to show the potential impact of the development of the Primary Urban Service Area on existing roadway facilities. They do not include any estimates of through-traffic growth which may be associated with development of areas

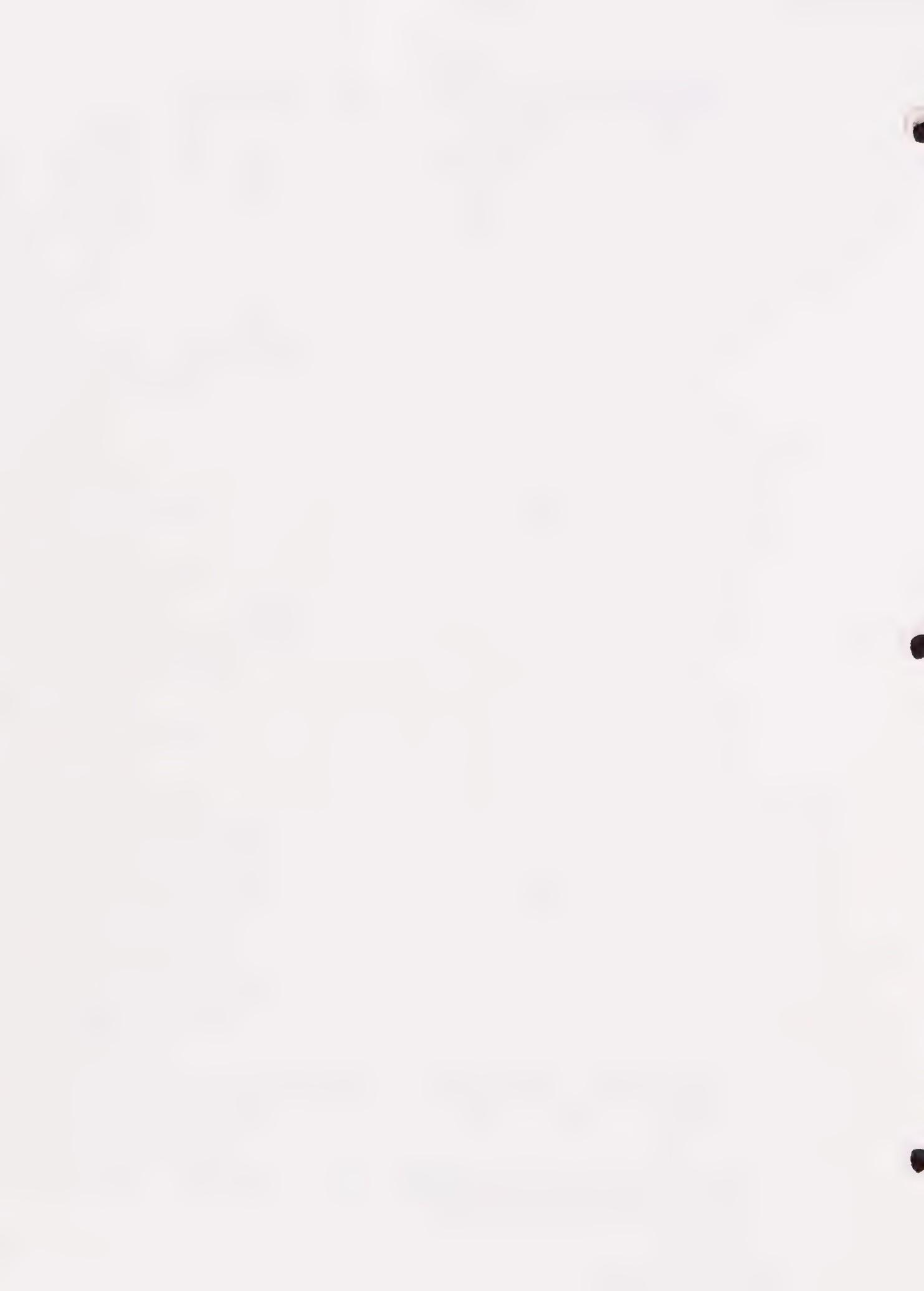
Figure 9  
EXISTING AND PROJECTED TRAFFIC VOLUMES I-5



(00,000) - EXISTING (1986) DAILY VOLUMES

00,000 - PROJECTED DAILY VOLUMES TOTAL AT MODIFIED BUILDOUT LEVELS

Sources: Caltrans District 10; San Joaquin County Public Works Dept.;  
Joseph R. Holland, Consulting Traffic Engineer



outside the Primary Urban Service Area. Therefore, projected volumes on Interstate 5 may not correspond with the ultimate volume levels which State and regional agencies may project.

The following improvements to the two interchanges are indicated for the projected traffic volume levels at the Modified Buildout Scenario levels:

1. Signalize the ramp intersections with the surface street at both interchanges.
2. Complete the construction of the full width surface streets under the freeway at both interchanges. Currently, three lanes are provided: a travel lane in each direction and a left-turn lane. Adequate width already exists at both interchanges to add a travel lane in each direction.
3. At the Louise Avenue interchange, widen all four ramps to provide two lanes on the ramps approaching and departing the intersections with Louise Avenue.

Lathrop Road east of I-5 will require ultimate improvement to a four-lane arterial status.

Louise Avenue east of I-5 will require ultimate improvement to a six-lane arterial status.

### **Cumulative Analysis - Freeways**

The analysis presented in this chapter for the Primary Urban Service Area has covered the cumulative conditions for development within the Primary Urban Service Area. This section addresses the cumulative conditions on the freeways in the vicinity of Manteca, which will experience cumulative traffic volume growth due to development and other factors beyond the General Plan Primary Urban Service Area.

In February 1987, the San Joaquin County Council of Governments prepared the Manteca Interchange Study, which addresses cumulative freeway traffic loadings, looking ahead to the year 2010. This study included projections of traffic volume levels on the freeways in the Manteca area and on local streets connecting to the freeways. Estimates of traffic volume growth were made for projected population, housing, and employment levels within South San Joaquin County, including Manteca, Lathrop and the other unincorporated areas. Three different growth scenarios (corresponding to fast, faster, and fastest rates of growth) were used to project the year 2010 traffic volume levels. The corresponding population levels for the City of Manteca in these scenarios ranges from 63,900 to 91,700 by the year 2010. The upper end of this range compares in the range of the General Plan's projected population potential of 102,120.

The study presents traffic volume levels for State Route 99, the Route 120 Bypass, and Interstate Route 5 (near the Route 120 Bypass). Overall, the study projects that Manteca area freeway-traffic will be roughly double the existing levels by the year 2010.

Based on the projected future traffic volumes, the study suggests the following freeway system improvements, which it indicates are consistent with Caltrans' route concepts for these highways:

- o Expand the Route 120 Bypass to six lanes, including the Union Road interchange and new four-lane wide overcrossings at Airport, Union, and Main, signalization of ramp intersections, and improvement of ramps.
- o Expand Route 99 to six lanes throughout the Manteca vicinity, including major reconstruction of the Yosemite Avenue overcrossing and the Lathrop Road interchange.
- o Extend the Route 120 Bypass to the east of State Route 99. According to Caltrans District 10 Transportation Planning Branch, the current Route Concept Report (RCR) for the extension of Route 120 Bypass to the east asserts that an updated study will be required to firmly establish the most realistic concept for the section of Route 120 between Route 99 at Manteca and west of Oakdale. There is still a valid adopted freeway route which extends the existing Manteca Bypass easterly 21.1 miles to Atlas Road east of Oakdale. Valid freeway agreements with the involved local agencies are still in effect. This freeway location is about one mile south of existing Route 120 east of Route 99. This adopted alignment would bypass the City of Escalon on the south and the City of Oakdale on the north.

A four-lane facility would be required to provide Level of Service "C" for the projected traffic volumes between Route 99 and west of Oakdale. It is estimated that about half the future traffic would use a facility on the adopted routing, with the remaining half utilizing the existing route. The options available are to expand the existing facility to four lanes or leave it as it is and construct a two-lane facility on the adopted route. If the estimated 50/50 split of traffic is reasonable, an initial two-lane expressway on the adopted alignment would provide traffic volumes at Level of Service "C" for more than the 20-year planning period. This concept of an initial two-lane expressway is tentative, pending the outcome of a recommended corridor study for the section of Route 120.

These suggested freeway improvements are consistent with the facility requirements identified in the traffic analysis presented earlier in this chapter for the General Plan's Modified Buildout Scenario.

#### **Cost of Future Roadway Improvements**

Detailed costs of necessary circulation improvements for the future development plan have not yet been calculated. However, a sense of the order-of-magnitude costs associated with improvements identified can be gained by a review of the general cost factors shown below. Many factors can affect the cost of improvements, especially grade separations (e.g., length of span, cut or fill section, need for retaining walls, etc.). The cost factors presented below should only, therefore, be used for a rough approximation of the possible magnitude of future costs:

New overcrossing (grade separation) ..... \$3-5 million  
(more if r.o.w. acquisition is required)

Additional ramps to existing overcrossing,  
each additional ramp ..... \$250-500,000

Convert a two-lane street to an arterial:

4-lane arterial ..... \$635,000 /mi

6-lane arterial ..... \$800,000 /mi

(additional costs could include widened approaches  
at intersections for turn lanes, masonry fencing,  
and right of way acquisition.)

Signalization of arterial intersections    \$100-150,000

### **Impacts and Mitigation Measures**

The foregoing discussion has documented the major implications of the land use plan for the street and road system in Manteca and the surrounding area. As noted in this discussion, even with the improvements shown in the Circulation Plan Diagram, there will be several intersections and road segments, primarily along Main Street and Yosemite Avenue, that will remain congested (at or above a V/C ratio of 1.0) at peak periods, primarily along Main Street and Yosemite Avenue. This is deemed to be a significant impact.

Alternatives for mitigating these impacts include expanding street capacity by eliminating on-street parking, developing a one-way street system, and reducing land use development potential.

Road widenings indicated by the Circulation Plan Diagram may also be disruptive to affected property owners, although the plan would allow improvements to less than full right-of-way widths normally required where full development is deemed to be infeasible or undesirable.

The traffic generation estimates and traffic volume projections of future travel patterns in the Primary Urban Service Area suggest that commute traffic will continue to increase. Therefore, it will be appropriate for the City to take policy actions which mitigate the regional impacts of commute traffic.

The secondary impacts of traffic improvement and increased traffic levels on air quality and noise conditions are discussed in subsequent chapters.

The General Plan Policy Document includes the following policies to mitigate the impacts of new development on the Manteca area circulation system.

III.A.1. The City shall strive to attain the highest possible traffic levels of service consistent with the financial resources available and the limits of technical feasibility. This policy should guide the scheduling of planned improvements and new development and the consideration of land use proposals which deviate from the adopted land use plan.

- III.A.2. Streets shall be dedicated, widened, extended, and constructed according to the Street Cross-Section figures in Part I. Dedication and improvement of full rights-of-way as shown in the Street Standards shall not be required in existing developed areas where the City determines that such improvements are either infeasible or undesirable.
- III.A.3. Major circulation improvements should be completed as abutting lands develop or redevelop, with dedication of right-of-way and construction of improvements required as a condition of approval.
- III.A.4. Development which would necessitate roadway improvements prior to the development of lands abutting those roadway improvements should be prohibited, or required to make such improvements as a condition of approval.
- III.A.5. Major circulation improvements which are not tied to abutting development, such as new freeway interchanges or additional freeway ramps, should be implemented ahead of, or at the same time as, major new development within the city which would otherwise result in serious traffic impacts for some or all of the remaining circulation system.
- III.A.6. New local streets shall be designed to discourage heavy-volume through-traffic within residential neighborhoods, but shall also ensure direct and adequate access for emergency service vehicles.
- III.A.7. The City shall promote the development of a perimeter road system along Lathrop Road, Austin Road, Woodward Road, and Airport Way.
- III.A.8. The City shall prohibit development of private streets in new residential projects, except in extraordinary circumstances. In such cases, the private streets shall be developed to City street standards.
- III.A.9. The City shall promote development of separated railroad grade crossings at strategic locations in Manteca. The following locations shall have priority for separated grade crossings: Louise Avenue; Union Road; Center Street; Yosemite Avenue; and South Main Street.
- III.A.10. The City shall promote infill development that completes gaps in the circulation system to facilitate north-south and east-west circulation.
- III.A.11. Residential subdivisions with lots fronting on a major arterial or collector street shall provide for a separate frontage road. The frontage road shall have a minimum width of 50 feet if parking is permitted on both sides of the road or 40 feet if parking is permitted on only one side of the road. Developers who build frontage roads with landscaped median between the frontage road and the major arterial or collector shall not be required to contribute to the renovation or upgrading of the major arterial or collector.

- III.A.12. All residential developments along the southside of the Route 120 By-pass shall be developed with a frontage road between the residential development and the freeway.
- III.A.13. In residential subdivisions backing onto a freeway, arterial, or collector, the developer shall have the option to build a masonry wall at least six feet high or build a combination wall and berm. Walls along freeways shall be at least eight-feet above freeway grade. Berms shall be attractive and developed for low maintenance. All such berms and walls shall be approved by the City.
- III.A.14. The City shall consider a system of one-way streets or the elimination of on-street parking to minimize traffic congestion in downtown.
- III.A.15. The City shall reserve the Tidewater Southern Railroad right-of-way for a transportation corridor, should the line be abandoned and if the City is able to acquire the right-of-way.
- III.A.16. The City shall continue to assess development fees for traffic signals and highway interchanges on all new commercial, industrial, and residential development sufficient to fund system-wide improvements. The development fee schedule for these traffic improvements shall be periodically reviewed and revised as necessary.
- III.A.17. The City shall aggressively pursue state and federal funding to implement the City's Circulation Plan.
- III.A.18. The City shall promote the development of arterials parallel to the Route 120 By-pass.
- III.A.19. The City shall promote the development of park-and-ride facilities near I-5, Route 120 By-pass, and Highway 99.
- III.A.20. The City shall undertake a feasibility study to establish an alternative future alignment for a portion of Lathrop Road.

It should also be noted that the City's Growth Management Ordinance will act as a mitigation measure for traffic impacts. If the City maintains the 3.9 percent maximum average annual growth rate in residential development and controls other types of development as part of the City's Growth Management Program throughout the time frame of the General Plan, the amount of development under the General Plan will likely be substantially less (perhaps as much as 25 percent less) than what is projected based on the Modified Buildout Scenario. This should substantially reduce traffic impacts, although the magnitude of this reduction would be difficult to calculate without making numerous assumptions.

## OTHER TRANSPORTATION FACILITIES AND SERVICES

### Impacts and Mitigation Measures

Growth of population and commerce under the General Plan will create greater demand for other forms of transportation services, including bus service, rail service, air service, and taxi service. These services and facilities should be able to expand without creating significant impacts.

With regard to bus service, the Policy Document includes the following policies:

- III.E.1 The City shall encourage maintenance and expansion of interstate bus service in the Manteca area.
- III.E.2 The City shall undertake the preparation of an impartial analysis to determine the need for bus service within the Manteca city limits.

## CHAPTER 5

### PUBLIC FACILITIES AND SERVICES

This chapter reviews the impact of the General Plan on public facilities and services, including water, sewage collection and treatment, storm drainage, law enforcement, fire protection, schools, solid waste disposal, library, medical, gas, electrical, and telephone services. Existing public facilities and services are described in Chapter VI of the General Plan Background Report.

#### **WATER**

##### **Impacts and Mitigation**

Under the Full Buildout Scenario the average daily water demand would be 18,363,850 gpd (Table 22). To meet this demand, 15 additional wells would need to be developed. This estimate of additional wells is based on the assumptions presented in the City of Manteca General Plan Options Assessment Report.

Table 22 indicates that the largest portion of the total water demand would be from residential development (55 percent). Commercial development would amount to about 21 percent of the total demand, industrial development would contribute about 10 percent, and other uses such as schools, parks, and quasi-public development would amount to about 13 percent of total demand.

The Full Buildout Scenario would require major water system improvements throughout the city. Development of 14 to 15 wells would further deplete the groundwater aquifer and may affect water quality. A detailed engineering study would be required to accurately assess the impact of development on the groundwater supplies. If it is determined that this level of water demand would significantly reduce the feasibility of providing high quality groundwater supplies, the City should consider supplementing existing groundwater with a surface water source.

The City has begun negotiations with the U.S. Bureau of Reclamation for the purchase of water from New Melones Dam. If such negotiations are successful, a forty-year supply of additional water may be secured. At the current time, however, no commitments have been made by the Bureau.

Under the Modified Buildout Scenario, the average daily water demand would be approximately 17,247,050 gpd. This scenario would require the development of 14 additional wells. This scenario would impact the City's ability to provide water service slightly less than the Full Buildout Scenario. Reduced water demands for the Modified Buildout Scenario are due to a reduction in commercial development only. Water demands for all other land uses are identical to the Full Buildout Scenario. This scenario is less likely to require use of surface water than the Full Buildout Scenario. Impacts on the City's water distribution system would be similar to those of the Full Buildout Scenario.

**TABLE 22**  
**WATER DEMAND AT BUILDOUT**

Land Use Designation	Full Buildout Potential				Modified Buildout Potential			
	Measuring Unit	Multiplier	Water Demand (gpd)				Water Demand (gpd)	
				Persons	gpcd	Persons	gpcd	
Residential								
o Very Low Density	6,903	Persons	150 gpcd	1,035,450	6,903	Persons	150 gpcd	1,035,450
o Low Density	56,440	Persons	150 gpcd	8,466,000	56,440	Persons	150 gpcd	8,466,000
o Medium Density	1,278	Persons	150 gpcd	191,700	1,278	Persons	150 gpcd	191,700
o High Density	2,331	Persons	150 gpcd	349,650	2,331	Persons	150 gpcd	349,650
Subtotal	66,952	Persons	150 gpcd	10,042,800	66,952	Persons	150 gpcd	10,042,800
Commercial								
o Office Professional	107.9	Acres	4,000 gpad	431,600	72.4	Acres	4,000 gad	289,600
o Neighborhood Community	371.0	Acres	4,000 gpad	1,484,000	371.0	Acres	4,000 gad	1,484,000
o Business & Visitors	485.5	Acres	4,000 gpad	1,942,000	241.8	Acres	4,000 gad	967,200
o General Commercial	38.0	Acres	4,000 gpad	152,000	38.0	Acres	4,000 gad	152,000
Subtotal	1,002.4	Acres	4,000 gpad	4,009,600	723.2	Acres	4,000 gad	2,892,800
Industrial								
o Heavy Industrial	12.3	Acres	5,500 gpad	67,650	12.3	Acres	5,500 gad	67,650
o Light Industrial	334.0	Acres	5,500 gpad	1,837,000	334.0	Acres	5,500 gad	1,837,000
Subtotal	346.3	Acres	5,500 gpad	1,904,650	346.3	Acres	5,500 gad	1,904,650
Other								
o Parks/Detention	296.3	Acres	1,000 gpad	296,300	296.3	Acres	1,000 gpad	296,300
o Public/Quasi-Public	145.0	Acres	3,500 gpad	507,500	145.0	Acres	3,500 gpad	507,500
o Schools	229.0	Acres	7,000 gpad	1,603,000	229.0	Acres	7,000 gpad	1,603,000
Subtotal				2,406,800				2,406,800
TOTAL				18,363,850				17,247,050

gpcd = gallons/capita/day

gpad = gallons/acre/day

gpd = gallons/day

Source: City of Manteca Public Works Department; Jones & Stokes Associates, Inc. 1988.

These potential impacts on water service and groundwater are considered significant unless commitments to new surface water sources and major infrastructure improvements are made to mitigate the impacts.

The Policy Document includes the following policies to mitigate the impacts of new development on the City's water system and area groundwater supplies:

- IV.A.1. The City will develop new water sources as necessary to serve new development. While the City will continue to rely principally on groundwater resources for its municipal water in the near term, the City shall explore the potential use of surface water to augment the City's groundwater supply.
- IV.A.2. The City shall develop new water storage facilities and major distribution lines as necessary to serve new development.
- IV.A.3. New water service shall not be extended to areas outside the city limits, except in extraordinary circumstances. Existing commitments for city water service outside the city limits shall continue to be honored.
- IV.A.4. Development of private water wells within the city limits shall be allowed only where the City makes a finding that it cannot feasibly provide water service, and such systems shall only be allowed to be used until such time as City water service becomes available.
- IV.A.5. The City shall promote water conservation in both City operations and private development to minimize the need for the development of new water sources and to minimize sewer flows.
- IV.A.6. The City shall establish a program to remotely monitor water wells and water system operations. The City shall continuously monitor water flows through the City's water system to identify areas of potential water loss and cases of underbillings for water service and shall make improvements in the systems as necessary.
- IV.A.7. The City shall continue to assess a water development fee on all new commercial, industrial, and residential development sufficient to fund systemwide capacity improvements. The water development fee schedule shall be periodically reviewed and revised as necessary.

## **SEWAGE COLLECTION AND TREATMENT**

### **Impacts and Mitigation Measures**

The Full Buildout Scenario would generate an estimated average flow of 11.42 million gallons per day (MGD) (Table 23). With the recent Phase I improvements, the wastewater treatment plant presently has the capacity to treat flows of 5.45 MGD. Another expansion currently underway (Phase II) is expected to increase capacity to about 6.95 MGD. Even as improved by Phase II, the treatment facility would be inadequate to handle the increased flows from the Full Buildout Scenario. Average wastewater flows would exceed the improved system capacity by nearly 6 MGD. The City is also

proposing a parallel plant (Phase III) that would add additional capacity of about 5 MGD. The average wastewater flows at full buildout would be accommodated with a combined treatment system capacity of approximately 13 MGD (with Phase III improvements).

To serve the projected development expected under the Full Buildout Scenario, the installation of major trunklines and lift stations would be required in all areas where growth would occur. Exact locations and costs of these improvements are not currently available.

The Modified Buildout Scenario would generate an average wastewater flow of about 10.5 MGD. This volume could likewise be accommodated by the planned Phase III treatment plant improvements.

Mitigating the effects of this scenario would also require installation of major trunklines and lift stations in all areas where growth would occur.

These impacts are considered significant without provision for adequate treatment plant capacity.

The Policy Document includes the following policies to mitigate the impacts of new development on the City's sewer system:

- IV.B.1. The City shall develop new sewage treatment and trunkline capacity as necessary to serve new development.
- IV.B.2. New sewer service shall not be extended to areas outside the city limits, except in extraordinary circumstances. Existing commitments for sewer service outside the city limits shall continue to be honored.
- IV.B.3. Development of individual septic systems may be allowed only where the City makes a finding that it cannot feasibly provide public sewer service, and such systems shall only be used until such time as City sewer service becomes available.

TABLE 23  
WASTEWATER FLOWS AT BUILDOUT

Land Use Designation	Full Buildout Potential				Modified Buildout Potential			
	Measuring Unit	Multiplier	Water Demand (gpd)		Measuring Unit	Multiplier	Water Demand (gpd)	
			Persons	gpcd			Persons	gpcd
Residential								
o Very Low Density	6,903 Persons	83 gpcd	572,949		6,903 Persons	83 gpcd	572,949	
o Low Density	56,440 Persons	83 gpcd	4,684,520		56,440 Persons	83 gpcd	4,684,520	
o Medium Density	1,278 Persons	83 gpcd	106,074		1,278 Persons	83 gpcd	106,074	
o High Density	2,331 Persons	83 gpcd	193,473		2,331 Persons	83 gpcd	193,473	
Subtotal	66,952 Persons	83 gpcd	5,557,016		66,952 Persons	83 gpcd	5,557,016	
Commercial								
o Office Professional	107.9 Acres	3,400 gad	366,860		72.4 Acres	3,400 gpad	246,160	
o Neighborhood Community	371.0 Acres	3,400 gad	1,261,400		371.0 Acres	3,400 gpad	1,261,400	
o Business & Visitors	485.5 Acres	3,400 gad	1,650,700		241.8 Acres	3,400 gpad	822,120	
o General Commercial	38.0 Acres	3,400 gad	129,200		38.0 Acres	3,400 gpad	129,200	
Subtotal	1,002.4 Acres	3,400 gad	3,408,160		723.2 Acres	3,400 gpad	2,458,880	
Industrial								
o Heavy Industrial	12.3 Acres	4,700 gad	57,810		12.3 Acres	4,700 gpad	57,810	
o Light Industrial	334.0 Acres	4,700 gad	1,569,800		334.0 Acres	4,700 gpad	1,569,800	
Subtotal	346.3 Acres	4,700 gad	1,627,610		346.3 Acres	4,700 gpad	1,627,610	
Other								
o Public/Quasi-Public	145.0 Acres	1,750 gad	253,750		145.0 Acres	1,750 gad	253,750	
o Schools	229.0 Acres	2,500 gad	572,500		229.0 Acres	2,500 gad	572,500	
Subtotal			826,250				826,250	
TOTAL			11,419,036				10,469,756	

gpcd = gallons per capita per day.

gpad = gallons per acre per day.

gpd = gallons per day.

Source: City of Manteca Public Works Department; Jones & Stokes Associates, Inc. 1988.

- IV.B.4. The City shall allocate remaining treatment plant capacity on an annual basis as part of the City's Growth Management Program to ensure the development of a balanced mix of residential, commercial, industrial, and public land uses.
- IV.B.5. The City shall continue to assess a sewer development fee on all new commercial, industrial, and residential development sufficient to fund systemwide capacity improvements. The sewer development fee schedule shall be periodically reviewed and revised as necessary.

## STORM DRAINAGE

### Impacts and Mitigation Measures

Manteca's relatively flat topography causes storm drainage to be a significant factor in community growth. According to the City of Manteca Storm Drainage Master Plan (Raymond Vail and Associates, 1986), the existing city drainage system would require considerable improvements of the French Camp Outlet Canal, other modifications and diversions of existing city drains, line replacements, and construction of an additional detention basin. The cost of these improvements is estimated in the Storm Drainage Master Plan at about \$2,240,000 (see Table 24 and Figure 10).

The Full Buildout Scenario would create a demand for additional drainage facilities beyond those facilities that are identified in the Storm Water Master Plan, since the Primary Urban Service Area also includes approximately 2,223 acres of land which is not included in the Storm Water Master Plan. These areas include about 912 acres north of Lathrop Road, 455 acres west of Airport Way, and 869 acres south of Woodward Road. Development of these areas would require construction of drainage collection facilities and detention basins.

This scenario assumes development of 256.3 acres of the Urban Service Area for detention basins. Analysis of the Master Plan and areas outside the Master Plan indicates that approximately 283 acres of detention basins would be required to adequately service the Full Buildout Scenario. This estimate is based on the Master Plan recommendation for estimating the amount of detention basin acreage required: for every 8 acre-feet of detention basin required by the Plan, about 3 acres of surface area would be needed. For the areas of the Urban Service Area which were not included in the Master Plan analysis, it was assumed that for each 100 acres of urban development, 8 acre feet of detention basin capacity would be needed.

Therefore, the detention basin needs assumptions for the Full Buildout Scenario appear to be close to detention basin demands. Some of this drainage detention basin need could be met by utilizing part of the Manteca Municipal Golf Course and some school acreage for detention basin purposes.

MANTECA  
CALIFORNIA  
General Plan

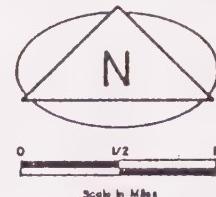
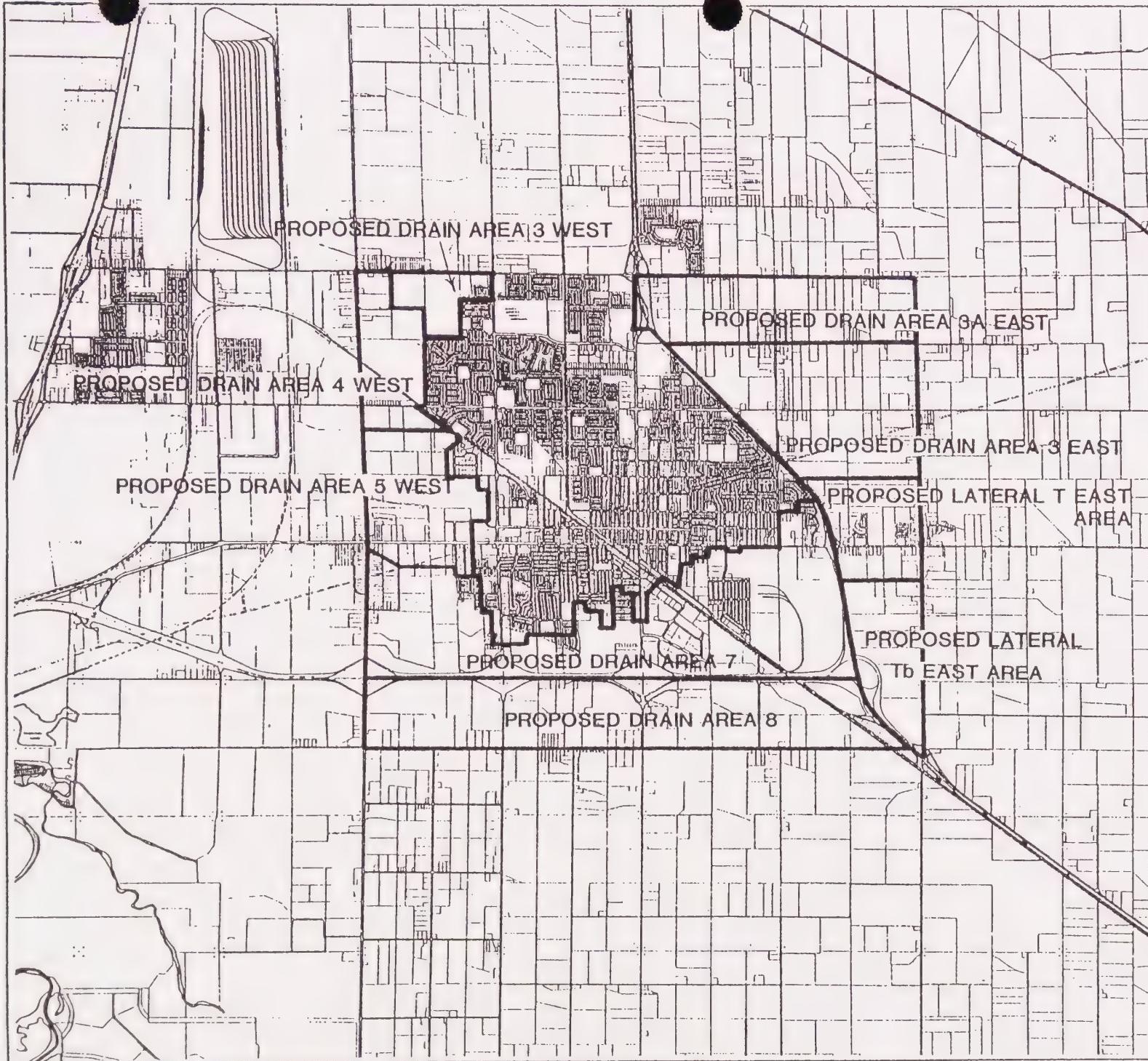
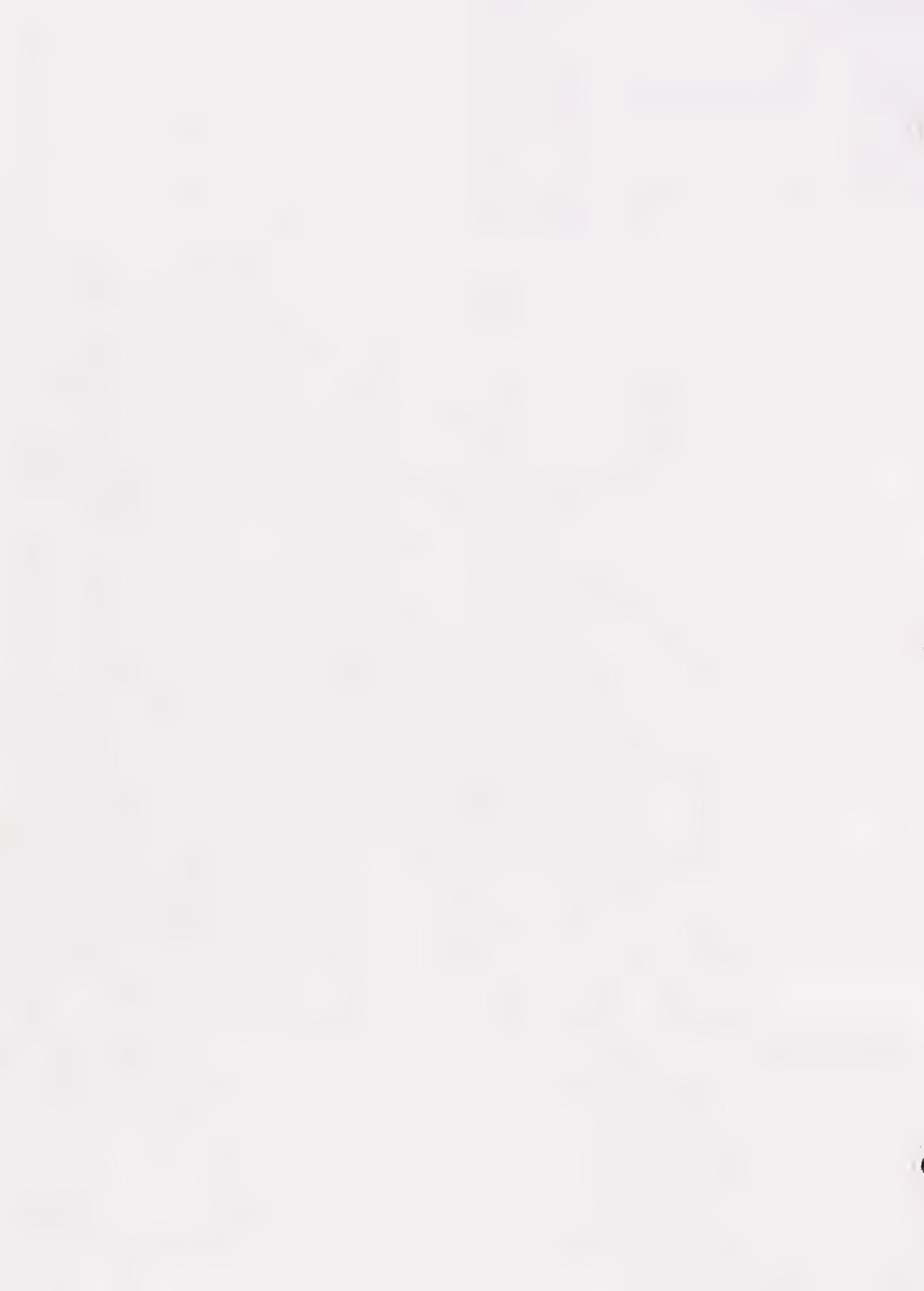


Figure 10  
MASTER  
PLAN  
DRAINAGE STUDY  
AREAS





**TABLE 24**  
**PRELIMINARY COST ESTIMATE FOR DRAINAGE IMPROVEMENTS**

<u>DESCRIPTION</u>	<u>COST</u>
Drain 3A East	\$ 698,000
Drain 3 East	912,000
Lateral T East	750,000
Lateral Tb East	725,000
Drain 8	559,000
Drain 8 Extension	1,346,000
Drain 7	623,000
Drain 7 Extension	1,524,000
Drain 5 West	250,000
Drain 4 West	94,000
Drain 3 West	63,000
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	\$7,543,000

Source: Storm Drainage Master Plan, Raymond Vail and Associates, January 1987

The Modified Buildout Scenario reduces commercial land use acreage in the outlying areas of the Primary Urban Service Area by about 279 acres. Using the detention basin formula of eight acre feet per one hundred acres of urban development, and three acres of surface area per eight acre-feet of detention basin capacity, as described above, the Modified Buildout Scenario would reduce detention basin acreage needs by about 8 acres. Even with this demand reduction, this scenario's detention basin needs would exceed what is assumed in the General Plan.

These shortfall estimates, however, are not significant in themselves, since detention basin needs have only been estimated in this report for statistical purposes as part of the buildout calculations. It is the role of the Storm Drainage Master Plan to project anticipated drainage needs based on approved land use plans. The next update of the Master Plan should be based on the new Manteca General Plan.

These impacts are considered significant without adequate provision for the development of detention basins as development occurs.

The Policy Document includes the following policies to mitigate the impacts of new development on the City's drainage system:

- IV.C.1. The City shall continue to complete gaps in the drainage system in areas of existing development.
- IV.C.2. The City shall require the dedication and improvement of drainage detention basins as a condition of development approval according to the standards of the Drainage Master Plan. The responsibility for the dedication and improvement of detention basins shall be based on the prorated share of stormwater runoff resulting from each development.

## LAW ENFORCEMENT

### Impacts and Mitigation Measures

The Full Buildout Scenario would result in an estimated population of 66,952, assuming a zero vacancy rate. This population increase combined with other community land uses would substantially increase the demand for police protection services in Manteca.

An important factor affecting demand for police services is residential density. Generally, higher density development generates more police calls per dwelling unit than lower density development. The Full Buildout Scenario would have the same residential density as the Modified Buildout Scenario, but would include more commercial development.

Police service requirements are also influenced by the demand for traffic control and traffic accident services. The higher the traffic volumes, the greater the need for traffic control services. The Full Buildout Scenario would presumably create similar residential traffic impacts as the Modified Buildout Scenario, but would include additional commercial development which could influence traffic congestion in Manteca.

Table 25 indicates that the Full Buildout Scenarios would require approximately 67 additional officers, based on a ratio of 1.0 officers per 1,000

TABLE 25  
POLICE PROTECTION REQUIREMENTS AT BUILDOUT

Land Use Designation	Measuring Unit	Full and Modified Buildout Potential			Requirement (Number of Officers)	CSO's Required /a
		Multiplier (Officers/1,000 Population)				
Residential						
o Very Low Density	6,903	Persons	1.0	6.9	1.1	
o Low Density	56,440	Persons	1.0	56.4	8.7	
o Medium Density	1,278	Persons	1.0	1.3	0.2	
o High Density	2,331	Persons	1.0	2.3	0.4	
TOTAL	66,952	Persons	1.0	67.0	10.3	

a Based on 1 CSO per 6,500 population.

Source: Mintier & Associates, Jones & Stokes Associates, Inc. 1988.

TABLE 27  
FIRE PROTECTION REQUIREMENTS AT BUILDOUT

Land Use Designation	Full and Modified Buildout Potential			
	Measuring Unit	Multiplier (Fire Fighters/1,000 Population)	Requirement (Number of Population)	Fire Fighters
Residential				
o Very Low Density	6,903 Persons	1.0		6.9
o Low Density	56,440 Persons	1.0		56.4
o Medium Density	1,278 Persons	1.0		1.3
o High Density	2,331 Persons	1.0		2.3
TOTAL	66,952 Persons	1.0		67.0

Source: Mintier & Associates, Jones & Stokes Associates, Inc. 1988.

TABLE 28  
ADDITIONAL PERSONNEL AND EQUIPMENT  
REQUIRED FOR ADEQUATE FIRE PROTECTION

Land Use Designation	Full and Modified Buildout Potential									
	Number of Fire Fighters /a	Generation Rate Per Fire Fighter)	Number of Fire Officers	Generation Rate (Support Personnel/ Fire Fighter)	Number of Support Personnel	Number of Fire Stations /b	Generation Rate (Fire Engines/ Fire Station)	Number of Fire Engines	Generation Rate (Ladder Companies/Fire Station)	Number of Ladder Truck Companies
									(Fire Officer/ Fire Station)	Ladder Truck
Residential										
o Very Low Density	6.9	1/10.57	0.7	1/16.33	0.4					
o Low Density	56.4	1/10.57	5.3	1/16.33	3.5					
o Medium Density	1.3	1/10.57	0.1	1/16.33	0.1					
o High Density	2.3	1/10.57	0.2	1/16.33	0.1					
TOTAL	67.0	1/10.57	6.3	1/16.33	4.1	3.0	1/1	3.0	1/3	3.0

a Based on 1.0 fire fighters/1,000 population.

b Based on City-mandated three-minute response time to emergency alarms.

c In addition to existing fire stations.

Source: Mintier & Associates; Jones & Stokes Associates, Inc. 1988.

Rather than constructing new permanent fire stations to meet future demands for services, the Fire Department recommends the use of temporary facilities which are less expensive. Options for temporary stations include:

- o Contracting fire protection from neighboring jurisdictions;
- o Renting space in existing neighboring fire stations and sharing facilities;
- o Purchasing or deeding over to the City of Manteca existing fire stations of neighboring jurisdictions; and
- o Renting or purchasing residential property and constructing adjacent temporary structures for housing of fire apparatus.

The Fire Department also recommends that land for a training facility be set aside to provide a burn building perhaps on City-owned land at the Sewage Treatment Plant and proposed site of the Corporation Yard (Rule pers. comm.).

The Modified Buildout Scenario would create the same demand for firefighters and support personnel as the Full Buildout Scenario, but would require less commercial fire protection since commercial development has been reduced in this option.

The Modified Buildout Scenario would also create a demand for three additional fire stations and the other support equipment summarized in Table 28.

The Policy Document includes the following policies for mitigating the impacts of new development on fire services:

- IV.E.1. The City shall endeavor to achieve and maintain an overall fire insurance (ISO) rating of 4 or better.
- IV.E.2. The City shall endeavor through adequate staffing and station locations to maintain the minimum feasible response time for fire and emergency calls. The goal for average response time for emergency calls shall be five minutes. Engine and ladder companies should be staffed with a minimum of three personnel.
- IV.E.3. The City shall develop new fire station facilities to serve existing and projected development. Existing Fire Station 2 is proposed to be relocated adjacent to the golf course near the intersection of Union Road and Eucalyptus Street. Additional stations should be initially established as temporary facilities.
- IV.E.4. The City shall attempt to offset the need for new fire department staff and equipment and to improve fire safety by promoting installation of built-in fire protection equipment in all new development.
- IV.E.5. The City should develop a Fire Department training facility.

- VII.D.1. The City shall promote the installation of automatic interior sprinkler systems in all new development.
- VII.D.2. The Manteca Fire Department shall maintain a regular program of fire inspection for commercial and industrial buildings.
- VII.D.3. The City will ensure in approving and constructing new roads and streets that they are adequate in terms of width and turning radius to facilitate access by City firefighting apparatus. All plans for new streets shall be reviewed by the Fire Department to ensure these standards are met.
- VII.D.4. The City standard for minimum fireflow rates shall be as follows, unless a lesser standard is approved by the Fire Chief: Very Low Density-Medium Density Residential (1,250 gpm); High Density Residential and Neighborhood and Community Commercial (2,000 gpm); Office (2,500 gpm); Highway Commercial and General Commercial (3,000 gpm); Industrial (3,500 gpm).

## SCHOOLS

### Impacts and Mitigation Measures

The Full Buildout Scenario would generate an estimated 11,601 students (see Table 29. Based on a student yield factor of 0.45 elementary student (grades K-8) unit and 0.1 high school student (grades 9-12 per dwelling unit, an estimated 9,492 elementary and 2,109 high school students would be generated.

The capacity of the existing school facilities is 11,500. In 1986, 11,078 students were enrolled in Manteca schools. Enrollment had risen to 11,360 as of March 11, 1988. Because the existing facilities are almost at capacity, implementation of the Full Buildout Scenario would necessitate construction of a number of new schools.

Assuming an average capacity of 875 students per elementary school, and 1,500 students per high school, buildout would require approximately 11 new elementary schools and 1.4 new high schools (see Table 29). Figure 1 shows 12 planned or potential elementary school sites and two high school sites. This number of sites would adequately serve the projected student population.

The Policy Document includes the following policies for mitigating school impacts:

- IV.F.1. The City shall assist the Manteca Unified School District and others in locating and reserving appropriate sites for new schools (Figure II-2 shows the locations of existing and proposed public schools).
- IV.F.2. The City shall cooperate with the Manteca Unified School District in their collection of school facility development fees from all new development.

TABLE 29  
STUDENT GENERATION AT BUILDOUT

Land Use Designation	Measuring Unit	Full and Modified Buildout Potential												Total Acres Needed
		Elementary Student Yield	High School Student Yield	Elementary Students Generated	High School Students Generated	Students/ Elementary School	Students/ High School	Elementary Schools Needed	High Schools Needed	Acres Needed/ Elementary School	Acres Needed/ High School	Total School Acres	Total High School Acres	
		Factor	Factor											
<b>Residential</b>														
o Very Low Density	2,124 du	0.45	0.1	956	212	875	1,500	1.1	0.1	20.0	50.0	21.8	7.1	
o Low Density	17,366 du	0.45	0.1	7,815	1,737	875	1,500	8.9	1.2	20.0	50.0	178.6	57.9	
o Medium Density	568 du	0.45	0.1	256	57	875	1,500	0.3	0	20.0	50.0	5.8	1.9	
o High Density	1,036 du	0.45	0.1	466	104	875	1,500	0.5	0.1	20.0	50.0	10.7	3.5	
<b>TOTAL</b>	<b>21,094 du</b>	<b>0.45</b>	<b>0.1</b>	<b>9,432</b>	<b>2,109</b>	<b>875</b>	<b>1,500</b>	<b>10.8</b>	<b>1.4</b>	<b>20.0</b>	<b>50.0</b>	<b>217.0</b>	<b>70.3</b>	<b>287.3</b>

Source: Manteca Unified School District; Jones & Stokes Associates, Inc. 1980.

## **SOLID WASTE**

### **Impacts and Mitigation Measures**

The Full Buildout Scenario would generate an estimated 531,000 pounds of solid waste per day (96,907 tons per year) (see Table 30).

Foothill Landfill currently has a 50-year life span and could accommodate the additional solid waste generated under this scenario (Jones & Stokes Associates, Inc., 1987). No significant environmental impact is expected to occur.

While the landfill has adequate capacity, a new transfer station in Manteca may be necessary to accommodate the service demands in the future.

The Modified Buildout Scenario would generate an estimated 471,503 pounds of solid waste per day (86,049 tons per year).

## **LIBRARY SERVICE**

### **Impacts and Mitigation**

Manteca is served by the Stockton-San Joaquin Public Library System. The standard for estimating library demand is .6 to .7 square feet of library space per capita. Maximum buildout under the General Plan would require 40,200 to 46,900 square feet of additional library space (assuming a zero vacancy factor). Buildout under the General Plan would necessitate expansion of existing facilities and construction of one or more new branches.

The Stockton-San Joaquin Library System has proposed development of a new branch library to serve the north Manteca/Lathrop Way area. However, the floor space of that proposal (6,000 square feet) is substantially less than full buildout under the General Plan would necessitate. Residential development south of the 120 By-pass might also warrant a new branch in southern Manteca. The two factors involved in determining need for a third branch are distance from existing branches and the population to be served. Generally, a new branch should be at least one mile and 15 minutes driving time from existing branches. Population served should be at least 20,000 per branch.

## **MEDICAL SERVICES**

### **Impacts and Mitigation Measures**

Manteca's existing and planned medical services would be adequate to provide both short- and long-term needs of increased population under buildout of the General Plan. The existing and planned hospital facilities would provide 149 beds.

TABLE 30  
SOLID WASTE GENERATION AT BUILDOUT

Land Use Designation	Full Buildout Potential			Modified Buildout Potential		
	Measuring Unit	Multiplier	Solid Waste Generation (lbs/day)	Measuring Unit	Multiplier	Solid Waste Generation (lbs/day)
Residential						
o Very Low Density	6,903 Persons	2.03 lbs/capita/day	14,013	6,903 Persons	2.03 lbs/capita/day	14,013
o Low Density	56,440 Persons	2.03 lbs/capita/day	114,573	56,440 Persons	2.03 lbs/capita/day	114,573
o Medium Density	1,278 Persons	2.03 lbs/capita/day	2,594	1,278 Persons	2.03 lbs/capita/day	2,594
o High Density	2,331 Persons	2.03 lbs/capita/day	4,732	2,331 Persons	2.03 lbs/capita/day	4,732
Subtotal	66,952 Persons	2.03 lbs/capita/day	135,913	66,952 Persons	2.03 lbs/capita/day	135,913
Commercial						
o Office Professional	4,316 ees /a	2.99 lbs/ee/day	12,905	2,896 ees /a	2.99 lbs/ee/day	8,659
o Neighborhood Community	7,420 ees /b	2.99 lbs/ee/day	22,186	7,420 ees /b	2.99 lbs/ee/day	22,186
o Business & Visitors	10,993 ees /c	2.99 lbs/ee/day	30,808	8,463 ees /c	2.99 lbs/ee/day	25,304
o General Commercial	760 ees /b	2.99 lbs/ee/day	2,272	760 ees /b	2.99 lbs/ee/day	2,272
Subtotal	29,489 ees	2.99 lbs/ee/day	88,171	19,539 ees	2.99 lbs/ee/day	58,422
Industrial						
o Heavy Industrial	492 ees /a	2.99 lbs/ee/day	1,471	492 ees /d	2.99 lbs/ee/day	1,471
o Light Industrial	13,360 ees /a	2.99 lbs/ee/day	39,946	13,360 ees /d	2.99 lbs/ee/day	39,946
Subtotal	13,852 ees	2.99 lbs/ee/day	41,417	13,852 ees	2.99 lbs/ee/day	41,417
TOTAL			531,001 /d			471,503 /d

a Based on 40 employees (ees) per acre.

b Based on 20 ees per acre.

c Based on 35 ees per acre.

d Does not include Public/Quasi-Public uses.

Source: Mintier & Associates; Jones & Stokes Associates, Inc. 1988.

The City of Manteca is part of Health Facilities Plan Area 507 which includes Stockton. According to the South San Joaquin Health Systems Agency, at least half of the Manteca residents receiving hospital services go to Stockton hospitals and an estimated 15 percent receive hospital care in Modesto. The use of hospitals in Stockton and Modesto depends on the nature of illness and/or required specialized care and treatment (e.g., trauma, cardiac, chemotherapy).

Existing and planned Manteca hospitals specialize in community medicine (general medical, surgical, obstetrical, and pediatric services). Both the existing and planned hospital in Manteca would have adequate room for expansion if warranted.

The Policy Document includes the following policies concerning medical services:

- IV.G.1. The City supports the development and maintenance of adequate hospital and emergency medical service in the Manteca area.
- IV.G.2. The City encourages the development of additional convalescent hospitals within the Manteca area.
- IV.G.3. While the Manteca Fire Department will continue to provide first-response medical emergency services, the City encourages the expansion of private paramedic and ambulance service within Manteca.

## GAS AND ELECTRICAL SERVICE

### Impacts and Mitigation Measures

Pacific Gas and Electric has proposed expansion of its Manteca electrical substation to handle short-term projected development. Full buildout under the General Plan would require at least one additional substation.

Locations of additional substations depends upon the direction of population growth. New substations could be required in the eastern and/or western portions of the Primary Urban Service Area. Southern growth could be handled by the expansion of the Ripon substation.

## TELEPHONE SERVICE

### Impacts and Mitigation Measures

Telephone service could be maintained for the population increase under maximum buildout of the General Plan, but it would require the installation of additional switching centers plus additional lines and Cable. A 20,000 line switching center was recently added to the Continental Telephone central office. Existing capacity os sufficient to serve an additional 2,500 housing units as of January 1, 1986.

Development in remote areas, such as the far south or far east of the Primary Urban Service Area, could result in the need for installation of a remote switch to boost signals which deteriorate as the distance from the main switch increases. Costs of new facilities are spread over the entire service area as regulated by the California Public Utilities Commission.

## CHAPTER 6

### CULTURAL AND RECREATIONAL RESOURCES

#### HISTORICAL AND ARCHEOLOGICAL RESOURCES

This chapter reviews the impacts of the General Plan on cultural and recreational resources. Existing cultural and recreational resources are described in Chapter VII of the General Plan Background Report.

#### Impacts and Mitigation Measures

According to the Background Report, 17 buildings and sites have been identified by the City Planning Department as historic. Another five are being investigated to determine their historic value.

No prehistoric cultural resources are known to occur within the Primary Urban Area. Prehistoric resources occur in the Secondary Service Area near the San Joaquin River.

Historic cultural resources could be impacted by the Full Buildout Scenario where existing historic structures might be replaced by in-fill development in the downtown area.

Prehistoric cultural resources are not expected to be impacted by buildout of the Primary Urban Area because such resources are not known to occur in the Primary Urban Area. As described in the Background Report, prehistoric resources occur in the Secondary Urban Area along the San Joaquin River.

The Policy Document includes the following policies to mitigate potentially adverse effects on cultural and historic resources:

- V.E.1. The City shall set as a high priority the protection and enhancement of Manteca's historically and architecturally significant buildings.
- V.E.2. The City shall work with property owners in seeking registration of historical structures as State Historic Landmarks or listing on the Federal Register of Historic Sites.
- V.E.3. The City shall prepare and adopt a Historical Preservation Ordinance.
- V.E.4. The City and Redevelopment Agency shall support the efforts of property owners to preserve and renovate historic and architecturally significant structures. Where such buildings cannot be preserved intact, the City shall seek to preserve the building facades.
- V.F.1. The City shall not knowingly approve any public or private project that may adversely affect an archeological site without consulting the California Archeological Inventory at Stanislaus State

University, conducting a site evaluation as may be indicated, and attempting to mitigate any adverse impacts according to the recommendations of a qualified archeologist. City implementation of this policy shall be guided by Appendix K of the State CEQA Guidelines.

- V.F.2. The City shall refer development proposals that may adversely impact archeological sites to the California Archeological Inventory Stanislaus State University.

Compliance with General Plan Policy V.F.1, Policy V.F.2, and Appendix K of the CEQA Guidelines will ensure that impacts to prehistoric cultural resources are mitigated to less than significant levels.

The policies and implementation measure associated with Goal E of the Revised General Plan would serve to preserve and enhance Manteca's significant historic resources.

## PARKS AND RECREATION

### Impacts and Mitigation Measures

The City's parkland standard was increased from 2.5 acres per 1,000 persons to 3.0 acres per 1,000 persons in 1987. The Policy Document recommends a standard of 5.0 acres of developed parkland per 1,000 persons. Based on this latter standard, the Full Buildout Scenario would create a demand for 335 acres of developed parkland (see Table 31). Under this scenario, 296.3 acres of parks/detention basins have been assumed in the buildout calculations, including one 50-acre park. Combined with one or more 40-acre community parks recommended by the Policy Document, and additional detention basins likely to be needed under full buildout, the plan would appear to provide adequate neighborhood and community parkland to meet the 5-acre per 1,000 population standard. This would not, however, eliminate any existing deficit in parkland.

Future population growth could also create a demand for new park department recreational facilities (gymnasium, multipurpose rooms, swimming pools, etc.).

The General Plan Policy Document includes the following policies concerning parks and recreation:

- V.A.1. The City shall expand the community and neighborhood park system with the goal of providing park facilities within reasonable walking distance of all city residential areas.
- V.A.2. The City shall emphasize joint development of park and drainage detention basins as the first priority for the development of neighborhood parks.
- V.A.3. The City shall emphasize joint use of school facilities as the second priority for the development of new park and recreational facilities.

TABLE 31  
DEVELOPED PARKLAND REQUIREMENTS AT BUILDOUT

Land Use Designation	Full and Modified Buildout Potential			Employment	
	Measuring Unit	Multiplier (Acres/1,000 Population)	Acres Needed	Needs	
				(Persons/ 5 Acres) /a	Employees Needed
<b>Residential</b>					
o Very Low Density	6,903 Persons	5.0	34.5	1.0	6.9
o Low Density	56,440 Persons	5.0	282.2	1.0	56.4
o Medium Density	1,278 Persons	5.0	6.4	1.0	1.3
o High Density	2,331 Persons	5.0	11.7	1.0	2.3
<b>TOTAL</b>	<b>66,952 Persons</b>	<b>5.0</b>	<b>334.8</b>	<b>1.0</b>	<b>67.0</b>

a Acres of parkland.

Source: Mintier & Associates; Jones & Stokes Associates, Inc. 1988.

- V.A.4. City park acquisition and development efforts shall be based on a goal of 5 acres of developed neighborhood and community parkland per 1,000 residents within the city limits.
  - V.A.5. The City shall aggressively pursue state and county funding to augment City revenues to the extent such funding is available.
  - V.A.6. The City shall continue to assess park development fees on all new commercial, industrial, and residential development sufficient to fund systemwide park improvements.
  - V.A.7. The City shall endeavor to identify, acquire, and develop one or more community parks of at least 40 acres each.
  - V.A.8. The City shall endeavor to develop a multipurpose facility suitable for indoor recreational activities.
- V.C.1. The City shall continue cooperative agreements with the Manteca Unified School District for the use of school facilities for City-sponsored recreation programs.
  - V.C.2. The City shall periodically survey community attitudes and preferences for recreational programs.
  - V.C.3. The City shall annually update statistics on participation in various City recreation programs and use of City recreation facilities.

## CHAPTER 7

### NATURAL RESOURCES

This chapter discusses the impacts of the General Plan on natural resources, including water resources, soils and agriculture, vegetation and wildlife, extractive resources, and air quality. Existing natural resources are described in Chapter VIII of the General Plan Background Report.

#### **WATER RESOURCES**

##### **Impacts and Mitigation Measures**

The Full Buildout Scenario could affect water resources in three ways. First, urbanization of an area affects the quantity and quality of stormwater runoff and the pollutant levels of receiving waters. Storm runoff includes constituents such as heavy metals (e.g., arsenic, lead, and zinc), organics (e.g., chlordane, DDE, and 2,4D), oil and grease, and other suspended solids. The levels of any particular constituent will depend on the type of land use developed. Some constituents are more densely concentrated at single family residential sites while others are more densely concentrated at industrial sites. (Fresno Metropolitan Flood Control District, 1984). The San Joaquin River receives natural runoff from the Manteca area along with discharge from the City's storm drainage facilities.

The second way water resources could be affected is the depletion of the groundwater which supplies the City of Manteca. The projected population for the Full Buildout Scenario (i.e., new population plus existing population) is about 104,000 (assuming a zero vacancy rate), significantly greater than the projected 2010 population of 65,000 used in the 1985 Water System Master Plan (Kennedy/Jenks Engineers). Additional groundwater pumping and reduced recharge from increased urbanization would place greater demands on the aquifer underlying Manteca.

The third way buildout could affect water resources is by degradation of groundwater quality. The 1985 Water System Master Plan recognized that urbanization was affecting the levels of heavy metals in some areas of the City. The Master Plan predicted that water quality would not be significantly degraded by buildout to a population of 65,000. The additional Full Buildout population could intensify this effect.

The Modified Buildout Scenario would impact water resources in the same manner as the Full Buildout Scenario.

The Policy Document includes the following policies to mitigate the impacts of new development on water resources:

- VI.A.1. The City shall prohibit the establishment of any new individual septic systems within the city limits,, except as provided in Policy IV.B.3.
- VI.A.2. The City shall not approve new industrial development that has a significant potential for adversely affecting water quality in the San Joaquin River or in the area's groundwater basin.

- VI.A.3. The City shall regularly monitor water quality in City wells for evidence of toxics, saltwater intrusion, and any other contaminants.
- VI.A.4. The City shall explore the potential use of surface water to augment the City's water supply.

## **SOILS AND AGRICULTURE**

### **Impacts and Mitigation Measures**

Soils and Land Capability. Buildout would convert potentially Prime Farmland soils to urban uses. Impacted locations within the Primary Urban Area are west of Airport Way, between Airport Way and Highway 99, and east of Highway 99. Class II veritas soils (VH and DN) would be converted in the Primary Urban Area. A wider variety of Class II solid would be converted in the Secondary Urban Area including Veritas (VH and DN), Merrit (ME), Grangeville (GV, and Guard (BZ). Loss of potentially prime soils is a significant impact which cannot be mitigated to less than significant levels.

The loss of Class II soils can be partially mitigated by implementing a policy of phased development in areas where Class II soils exist as indicated by the U.S. Soil Conservation Service mapping for the Manteca area. By ensuring contiguous development away from Class II soils as long as practicable, the City can postpone the conversion of these valuable agricultural soils. However, since full buildout would ultimately convert these areas, the impact would remain significant.

Agricultural Conversion. Buildout would convert land currently in agricultural use to urban uses. Approximately 5,700 acres are expected to be ultimately converted. This is an expected increase of nearly 2,200 acres more than would be converted under the existing General Plan. The total loss of agricultural land around Manteca is a relatively small portion of the total agricultural land in San Joaquin County (i.e., less than one percent). However, the loss due to the urbanization of the Manteca area does contribute cumulatively to the overall significant loss of farmland in the County.

The conversion of agricultural lands to urban uses is a significant impact that cannot be mitigated to less than significant levels.

Williamson Act Land. Agricultural conversion could also require the non-renewal or cancellation of Williamson Act land conservation contracts. Approximately 700 acres within the Primary Urban Area are currently under contract. Conversion of Williamson Act land would be a significant impact incapable of mitigation to less than significant levels.

Conversion of agricultural land and Williamson Act land in particular could also have the cumulative secondary impact of encouraging conversion of Williamson Act land outside the Primary Urban Area. Altered land use patterns and land use conflicts from urban encroachment contribute to the conversion of agricultural land (Mahan, 1983). This significant cumulative secondary impact cannot be mitigated to less than significant levels.

The termination of Williamson Act contracts within the Primary Urban Area is a significant impact which cannot be mitigated to less than significant levels.

Land Use Conflicts. Typical urban impacts to agriculture include increased traffic, trespassing, and vandalism. Impacts of farming on adjacent urban uses typically include dust, pesticides, odors, and noise. The potential for conflict exists where traditional single family residential operations abut farming operations. These uses would be adjacent to each other in the northwest and south of the Primary Urban Area. Very Low Density Residential areas would serve as a buffer in the northeast and reduce the potential for land use conflicts.

Where commercial uses abut agricultural land, the potential for impacts to urban uses is reduced since human presence is generally limited in duration. However, potential impacts from increased human presence (e.g., vandalism) to agricultural use may be incurred. Commercial uses would abut agriculture in the southeast and southwest.

Land use conflicts pose potentially significant impacts which can be reduced to less than significant levels through implementation of land use controls and project-specific mitigation.

The potentially significant land use conflict impacts can be mitigated to less than significant levels through implementation of land use controls and project specific mitigation.

The potentially significant land use conflict impacts can be mitigated to less than significant levels by three measures. First, adoption of General Plan Policy VI.B.3. and enactment of a right-to-farm ordinance (see Implementation Program VI.3.) will provide that approval of urban development is conditioned such that development does not adversely affect agricultural practices. Second, buffer zones such as greenbelts or bikeway trails should be instituted around the perimeter of residential areas to the north, west, and south of the study area such that agricultural operations are not encroached upon or otherwise adversely affected.

Finally, site specific CEQA documents for projects which will convert agricultural land should contain mitigation measures to prevent land use conflict. This mitigation measure is consistent with proposed General Plan Goal I.G., Policy I.G.1., and Implementation Program I.G.7.

The Modified Buildout Scenario would create impacts similar to those of the Full Buildout Scenario.

The Policy Document includes the following policies to mitigate the impacts of new development on soils and agricultural resources:

VI.B.1. The City shall support the continuation of agricultural uses on lands designated for urban uses until urban development is imminent.

VI.B.2. The City shall discourage the cancellation of Williamson Act contracts within the Primary Urban Service Boundary line until it is demonstrated that the lands with such contracts will be needed for urban development in the immediate future.

- VI.B.3. The City shall endeavor to ensure, in approving urban development near existing agricultural lands, that such development will not unnecessarily constrain agricultural practices or adversely affect the economic viability of nearby agricultural operations.

## **VEGETATION AND WILDLIFE**

### **Impacts and Mitigation Measures**

The Full Buildout Scenario would reduce the existing vegetation and wildlife resources in the newly developed areas. This impact is considered potentially significant but could be reduced to the less than significant level by implementing the natural resources policies in the Policy Document.

The Modified Buildout Scenario would create impacts similar to those of the Full Buildout Scenario.

- VI.C.1. The City shall attempt to ensure in approving new development that its impact on native vegetation and wildlife will be minimized.
- VI.C.2. New development in the vicinity of the San Joaquin River shall be conditioned to promote and protect riparian, wetlands, and other native vegetation and wildlife communities and habitats.
- VI.C.3. The City shall discourage the removal of existing mature trees (both native and introduced).

## **EXTRACTIVE RESOURCES**

### **Impacts and Mitigation Measures**

The Full Buildout Scenario would not encroach upon active natural gas fields or operating sand and gravel excavation sites (refer to Figure VIII-5 of the Background Report). Two identified gas fields are located one to two miles southwest and south of the Primary Urban Service Area. The only operating sand and gravel site is located about 2.0 miles west of the Primary Urban Service area near Oakwood Lake.

The Modified Buildout Scenario would not encroach upon active natural gas fields or operating sand and gravel excavation sites.

The Policy Document includes the following policies to mitigate impacts on mineral resources:

- VI.D.1. The City supports the continued use of properties along Woodward Avenue near the San Joaquin River for sand and gravel mining operations.
- VI.D.2. The City shall not approve any uses adjacent to the existing sand and gravel mining operation that would constrain or limit its continuation.
- VI.D.3. The City shall ensure that lands currently being mined for sand and gravel are reclaimed and rendered useful for another use upon the cessation of mining activity.

## AIR QUALITY

### Impacts and Mitigation Measures

Vehicle traffic, industrial processes, and other urban activity will result in incremental increases in air pollutant emissions in the Manteca area. The incremental ambient air quality impacts of such emission increases cannot be reliably estimated for regional pollutants such as ozone (the major component of photochemical smog). It is, however, practical to estimate the incremental change in carbon monoxide concentrations associated with traffic from urban development.

The carbon monoxide concentrations associated with traffic from existing and projected development in Manteca have been estimated using the CALINE3 dispersion model (Benson, 1979) and EMFAC7C vehicle emission rate data (from the California Air Resources Board). Carbon monoxide emissions from existing and projected peak hour traffic were modeled for major roadways in the Manteca area. Expected ambient concentrations were estimated for 48 locations (generally 100 feet from roadway centerlines at major intersections).

Modeling results for existing and projected peak hour traffic conditions are presented in Figure 11. The state carbon monoxide standard for a 1-hour averaging time is 20 parts per million (ppm). The federal 1-hour carbon monoxide standard is 35 ppm. As can be seen from the values in Figure 11, no violations of the state or federal 1-hour carbon monoxide standard are expected in Manteca under either existing or future traffic conditions.

Both the state and federal governments have adopted carbon monoxide air quality standards of 9 ppm for an 8-hour averaging time. Monitoring data from urban locations throughout California indicate that the maximum 8-hour carbon monoxide level at any particulate monitoring station is usually about 65 percent of the peak 1-hour value (Nokes and Benson, 1985).

Figure 12 illustrates estimated 8-hour carbon monoxide levels for existing and future traffic conditions in Manteca. As with the 1-hour standard, no existing or future carbon monoxide problems are anticipated.

The Policy Document includes the following policies to mitigate the impacts of new development on air quality:

- VI.E.1. The City shall promote the use of carpools and vanpools for Manteca residents commuting to employment centers outside the Manteca area.
- VI.E.2. The City shall require that all new residential projects that include fireplaces or woodburning stoves install efficient, clean-burning equipment.
- VI.E.3. The City supports the development of park-and-ride facilities in the Manteca area.
- VI.E.4. The City shall promote the use of alternative transportation modes.



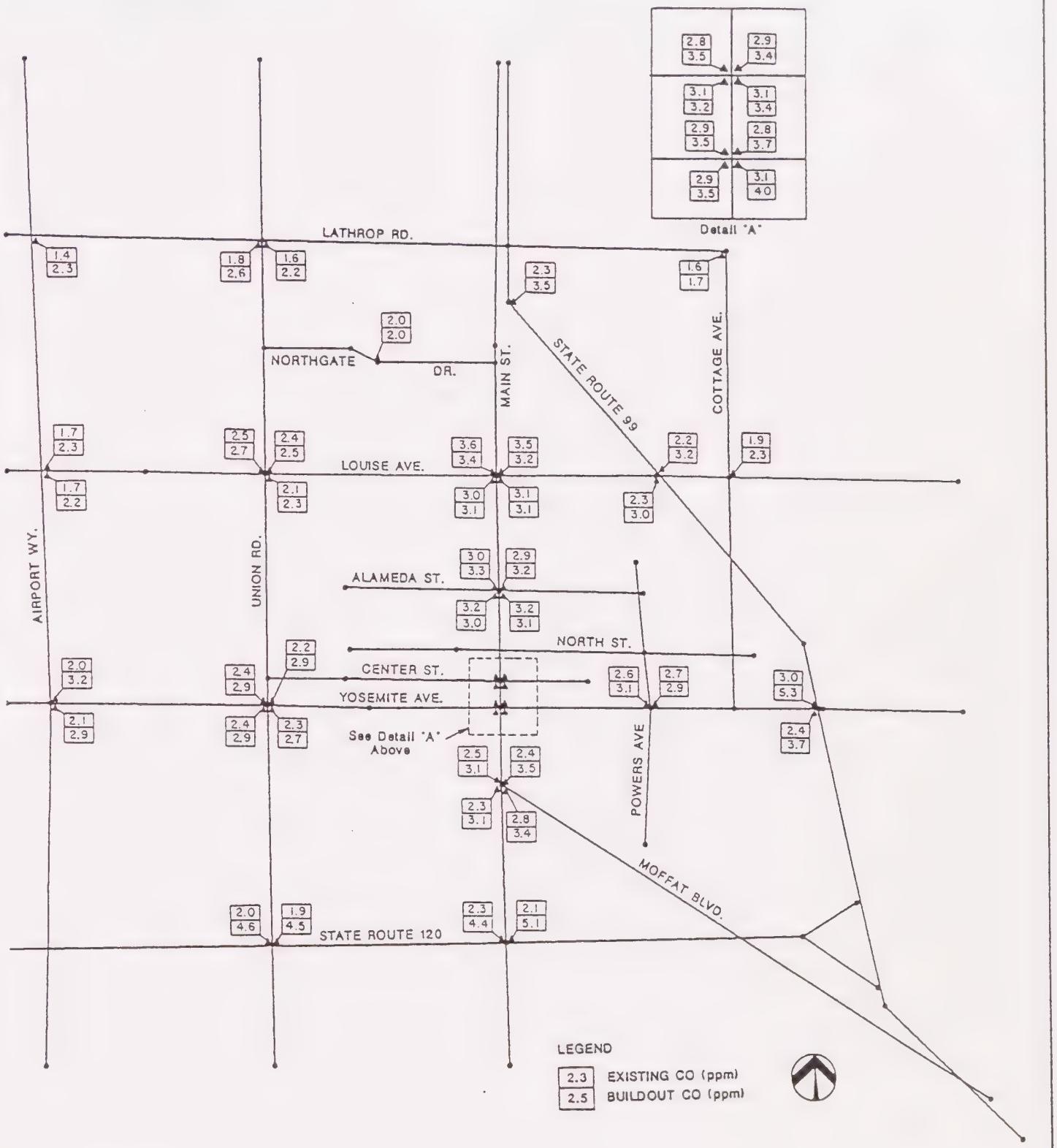
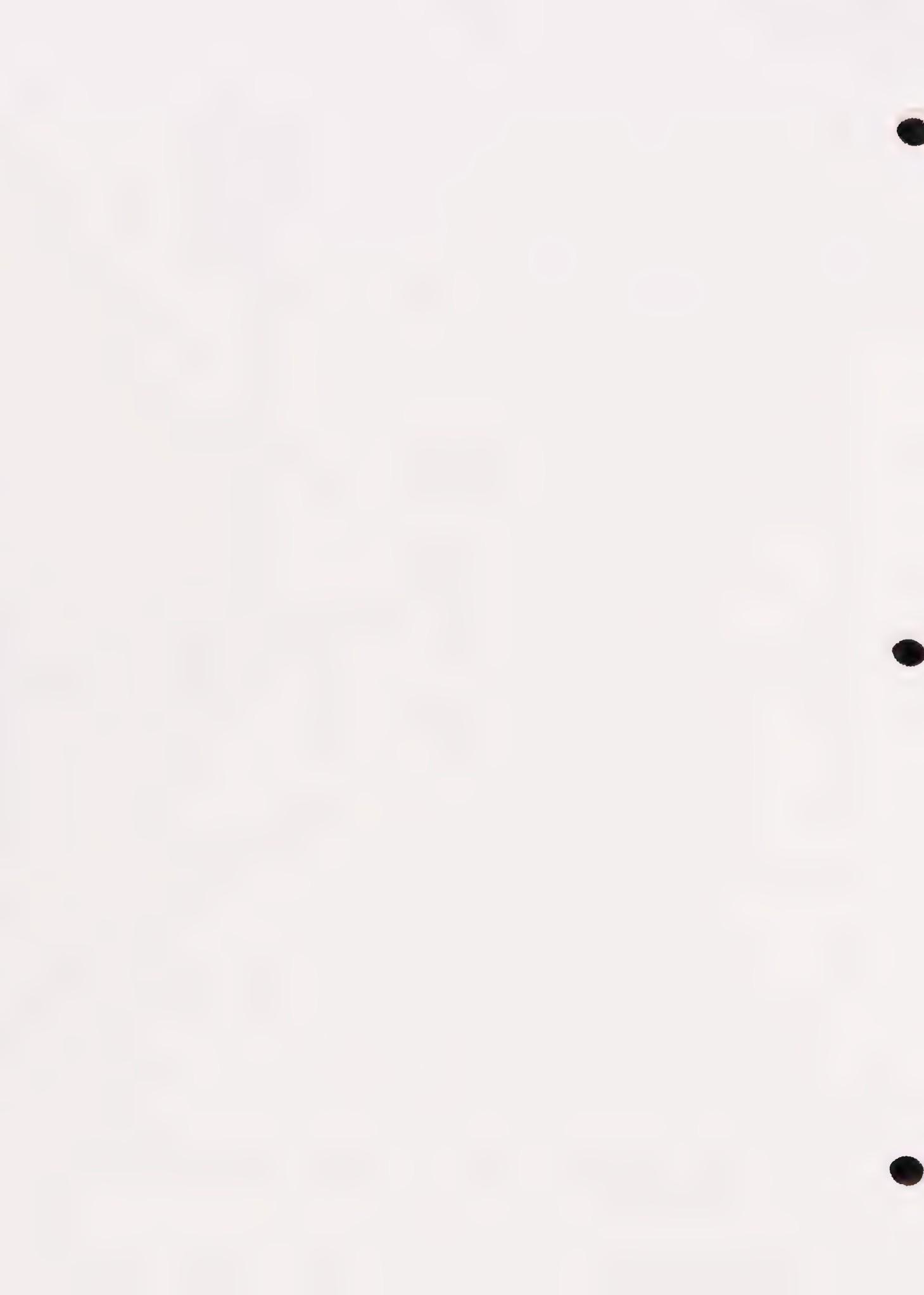


Figure 11

MAXIMUM PREDICTED 1-HOUR AVERAGE CARBON MONOXIDE  
LEVELS IN MANTECA (ppm)



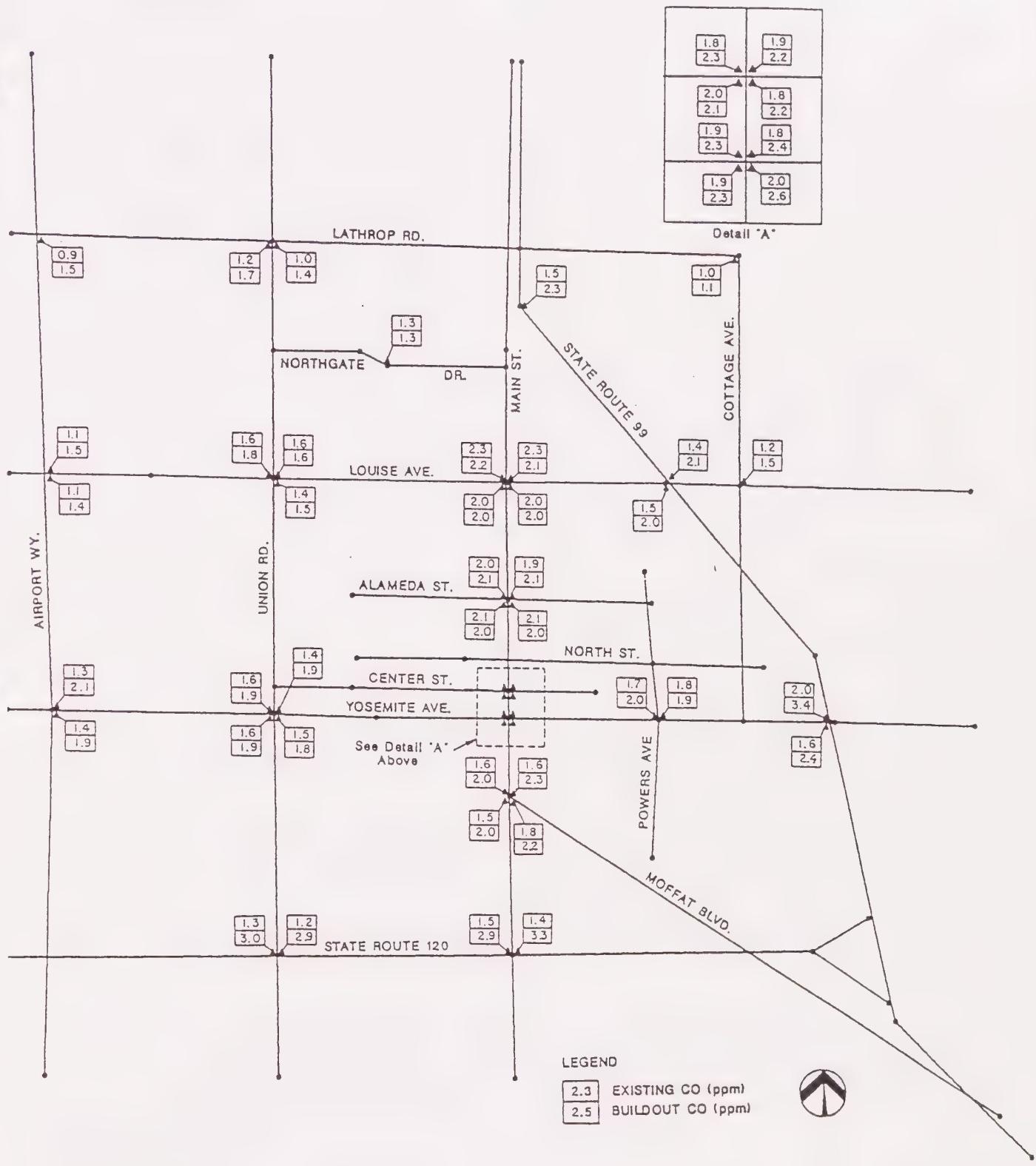
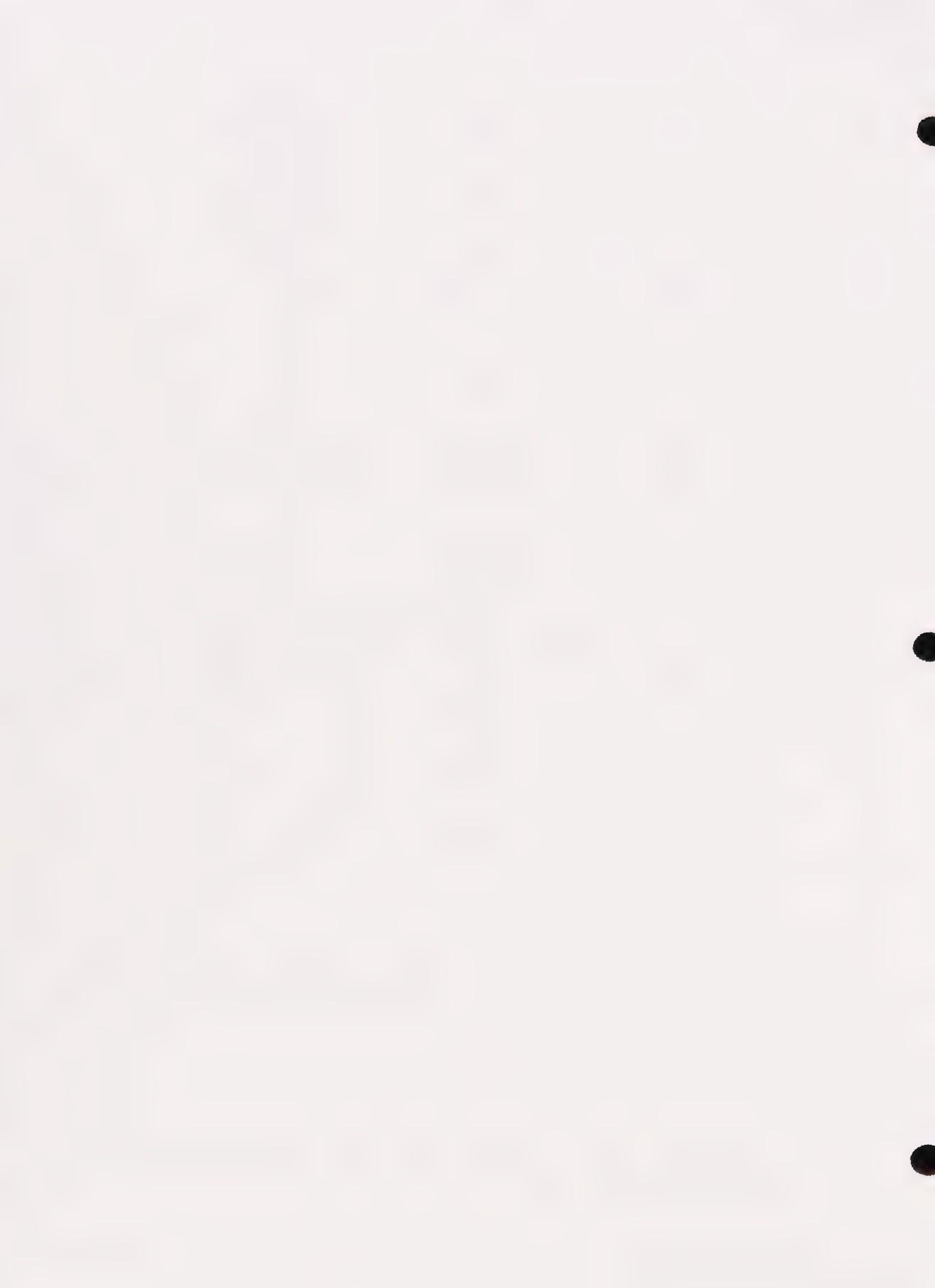


Figure 12

MAXIMUM PREDICTED 8-HOUR AVERAGE CARBON MONOXIDE LEVELS IN MANTECA (ppm)



## CHAPTER 8

### HEALTH AND SAFETY

This chapter discusses the impacts of the General Plan on health and safety issues, including geologic and seismic conditions, flooding, and noise. Existing health and safety issues are discussed in Chapter IX of the General Plan Background Report.

#### GEOLOGIC AND SEISMIC HAZARDS

##### **Impacts and Mitigation Measures**

The Full Buildout Scenario could be impacted by a variety of geologic and seismic hazards. The types of hazards and extent of risks are discussed in Chapter IX of the Background Report. The hazards which could occur within the Primary Urban Service Area include ground shaking (faults), potential liquefaction, soil instability, wind and water erosion potential, and land subsidence. This scenario would not increase the risk of these geologic and seismic hazards, but could result in some property damage should these hazards occur. This impact is considered less than significant.

The Modified Buildout Scenario would be affected by geologic and seismic hazards in a way similar to that of the Full Buildout Scenario.

The Policy Document includes the following policies to minimize geologic and safety hazards in new and existing development.

- VII.A.1. The City shall require preparation of geological reports and/or geological engineering reports for proposed new development located in areas of suspected significant geological hazards.
- VII.B.1. The City shall maintain an inventory of pre-1940 unreinforced masonry buildings within the city. No change in use to a higher occupancy or more intensive use shall be approved in such structures until an engineering evaluation of the structure has been conducted and any structural deficiencies corrected. The Redevelopment Agency shall be encourage to assist property owners in reinforcing buildings.
- VII.B.2. The City should ensure that all public facilities, such as buildings, water tanks, and reservoirs, are structurally sound and able to withstand seismic shaking and the effect of seismically induced ground failure.

#### FLOOD HAZARDS

##### **Impacts and Mitigation Measures**

Under the Full Buildout Scenario, development in the southwestern portion of the Primary Urban Service Area would occur in the 100-year floodplain proposed by the U.S. Army Corps of Engineers (refer to Figure IX-6 of the Background Report). The affected area is located north and south of Highway 120 from Union Road west towards Airport Way. Most of this area,

however, would not be included in the 100-year floodplain if modifications to the final floodplain map are made based on a request for exclusion based on recent levee improvements in the area.

A large area in the western portion of the Primary Urban Service Area is located within the San Luis Dam inundation area (refer to Figure IX-7 of the Background Report). The Primary Urban Service Area is within the New Melones Dam inundation area.

These hazards are considered significant, because of the potential for serious safety problems and substantial property damage, but would be mitigated by implementation of policies in the Policy Document.

The Modified Buildout Scenario would result in flood hazards similar to that of the Full Buildout Scenario.

The Policy Document includes the following policies to mitigate potential flooding problems in new development:

- VII.C.1. The City shall continue to participate in the National Flood Insurance Program. To this end, the City shall ensure that local regulations are in full compliance with standards adopted by the Federal Emergency Management Agency.
- VII.C.2. New residential development, including mobilehomes, shall be constructed so that the lowest floor is at least one foot above the 100-year flood level.
- VII.C.3. Non-residential development shall be anchored and flood-proofed to prevent damage from the 100-year flood, or alternatively, elevated to at least one foot above the 100-year flood level.
- VII.C.4. Existing development shall comply with policies VII.C.2. and VII.C.3. when improvements are made costing at least 50 percent of the current market value of the structure before the improvements.

## NOISE

### **Impacts and Mitigation Measures**

The Modified Buildout Scenario will result in significant increases in traffic volumes on many streets. In addition, most major roadways will require widening to accommodate the projected increases in traffic volumes. This roadway widening will bring traffic closer to existing land uses. A further complication is that the combination of roadway widening and increases in traffic volumes will result in changes in average traffic speeds compared to current conditions. Traffic noise levels are more sensitive to traffic speed than to traffic volume.

The Federal Highway Administration traffic noise prediction model (Barry and Reagan 1978) was used to evaluate the combination of factors noted above. Traffic in the Manteca area was modeled using a system of 59 roadway segments. The model was programmed to evaluate traffic patterns over a 24-hour cycle. This allowed evaluation of traffic speeds and auto versus

truck volumes on an hourly basis. Noise levels contributed by each roadway segment were estimated for 74 different locations in the Manteca area. Hourly noise level predictions were then combined to provide predicted CNEL values. The model was run for both existing and future traffic conditions.

TABLE 32  
SUMMARY OF NOISE MODELING RESULTS

Receptor Location	Existing CNEL (dB)	Modified Buildout CNEL (dB)	Decibel Change (dB)	Perceived Loudness Change
100' SE Airport & Lathrop	63.5	69.8	6.3	54.6%
700' SE Airport & Lathrop	51.6	57.4	5.8	49.3%
100' SE Airport & Louise	65.0	70.9	5.8	50.0%
700' SE Airport & Louise	52.6	58.0	5.5	46.0%
100' NE Airport & Louise	64.8	69.8	5.0	41.1%
300' NE Airport & Louise	57.7	62.5	4.8	39.3%
700' NE Airport & Louise	52.4	57.1	4.7	38.2%
300' E Airport	53.8	62.2	8.4	78.7%
300' E Airport	54.0	60.4	6.4	55.9%
300' E Airport	54.9	63.9	9.0	86.5%
100' SW Union & Lathrop	64.0	68.5	4.5	36.4%
700' SW Union & Lathrop	52.3	56.5	4.2	33.5%
100' SE Union & Lathrop	62.4	66.1	3.7	29.7%
300' SE Union & Lathrop	55.7	59.3	3.6	28.6%
700' SE Union & Lathrop	51.7	55.1	3.4	26.6%
100' NW Union & Louise	65.9	68.1	2.2	16.8%
700' NW Union & Louise	53.7	56.2	2.5	19.2%
100' NE Union & Louise	66.2	68.2	2.0	14.7%
700' NE Union & Louise	54.2	56.5	2.3	17.1%
100' SE Union & Louise	66.7	68.8	2.1	15.7%
700' SE Union & Louise	54.5	56.9	2.3	17.5%
300' W Union	55.3	58.2	2.9	22.3%
300' E Union	54.1	60.4	6.3	54.6%
100' NW Main & Louise	67.1	69.4	2.4	17.8%
700' NW Main & Louise	56.0	58.7	2.7	21.0%
100' SW Main & Louise	66.6	68.4	1.9	13.8%
700' SW Main & Louise	55.0	57.4	2.4	17.8%
100' NE Main & Louise	66.9	69.6	2.7	20.3%
700' NE Main & Louise	57.3	60.6	3.3	25.4%
100' SE Main & Louise	66.5	68.8	2.2	16.8%
700' SE Main & Louise	55.7	58.6	2.9	21.9%
300' NE Main & Alameda	56.8	58.8	2.0	14.9%
300' SE Main & Moffat	59.6	63.4	3.8	30.0%
300' W South Main	57.8	63.3	5.5	46.7%
300' N Moffat & Powers	53.6	58.4	4.9	40.1%
300' W Hwy 99	65.4	70.0	4.6	37.7%
300' W Cottage	61.0	65.0	4.1	32.4%
300' SW Lathrop & Hwy 99	68.7	70.0	1.3	9.3%
700' SW Lathrop & Hwy 99	61.2	63.7	2.5	18.7%
100' SW Lathrop & Cottage	61.1	65.8	4.7	38.7%
300' S Lathrop	54.1	59.5	5.3	44.8%
300' NW Northgate & RR	56.1	58.2	2.2	16.2%
300' SW Northgate & RR	52.5	55.1	2.6	19.8%
150' NE Louise & Hwy 99	71.8	75.9	4.1	33.0%
700' NE Louise & Hwy 99	59.4	63.3	3.9	30.9%
100' NE Louise & Cottage	63.4	66.9	3.4	26.8%
100' NE Yosemite & Airport	64.7	71.3	6.6	57.9%

TABLE 32 (Continued)

Receptor Location	Existing CNEL (dB)	Modified Buildout CNEL (dB)	Decibel Change (dB)	Perceived Loudness Change
700' NE Yosemite & Airport	52.8	59.0	6.2	54.0%
100' SE Yosemite & Airport	65.2	72.1	6.9	61.2%
700' SE Yosemite & Airport	53.1	59.7	6.7	58.7%
100' NW Yosemite & Union	66.2	69.9	3.7	29.1%
700' NW Yosemite & Union	54.3	58.2	4.0	31.5%
100' SW Yosemite & Union	65.0	69.5	4.4	36.1%
700' SW Yosemite & Union	53.5	58.3	4.9	40.1%
100' NE Yosemite & Union	66.2	69.5	3.3	25.8%
700' NE Yosemite & Union	57.2	60.0	2.8	21.1%
100' SE Yosemite & Union	65.4	69.5	4.0	32.3%
700' SE Yosemite & Union	54.0	58.4	4.5	36.3%
100' NW Yosemite & Main	66.1	68.2	2.1	15.9%
700' NW Yosemite & Main	58.1	60.4	2.2	16.8%
100' SW Yosemite & Main	66.0	68.1	2.1	16.0%
700' SW Yosemite & Main	54.8	58.1	3.4	26.2%
100' NE Yosemite & Main	66.6	69.2	2.6	19.5%
700' NE Yosemite & Main	58.0	60.5	2.5	18.9%
100' SE Yosemite & Main	66.6	69.2	2.6	19.5%
700' SE Yosemite & Main	55.2	58.8	3.5	27.5%
300' NW Yosemite & Cottage	59.3	63.1	3.8	30.5%
300' NW Yosemite & Hwy 99	67.5	72.1	4.6	37.1%
700' NE Hwy 120 & Airport	52.8	59.0	6.2	54.0%
300' N Hwy 120	64.3	71.4	7.1	63.5%
700' NE Hwy 120 & Union	59.0	66.0	7.0	62.0%
300' N Hwy 120	64.2	71.3	7.1	63.1%
300' S Hwy 120	64.1	71.2	7.1	63.1%
700' NE Hwy 120 & Main	59.6	65.3	5.7	48.7%

Note: Receptor distances are from existing roadway centerlines.

Results of the traffic noise modeling analyses are summarized in Table 32. Receptor locations are identified by distance from the centerline of nearby roadways. The predicted noise levels at these receptors reflects the combined effect of traffic on all modeled roadways, not just the adjacent streets.

All locations show an increase in CNEL levels. A noise increase of 3 dB or more normally is considered significant. Predicted noise level increases generally reflect the effects of roadway widening more than the increase in traffic volumes. Locations within about 300 feet of major roadways are predicted to experience excessive noise levels.

Noise from rail activity represents a noise concern for locations adjacent to the Southern Pacific tracks. Existing train traffic produces CNEL levels above 65 dB within about 200 feet of the tracks. Rail activity is not expected to change much as a consequence of development associated with land uses under the General Plan. Annoyance from railroad noise is related more to individual train pass-by events than to average daily noise levels. Figure 16 illustrates noise levels occurring during typical freight train pass-by events.

The major traffic noise sources in Manteca include Highway 99, State Route 120, and Yosemite Avenue. As traffic volumes increase, major arterials such as Louise Avenue, Main Street, Airport Way, and Union Road will become more significant noise sources.

Mitigation of transportation-related noise problems is difficult for areas of existing development unless construction of noise barriers is feasible.

Protection of outdoor activity areas from excessive noise usually requires the use of setbacks or noise barriers. Protection of indoor activity areas from excessive noise (originating outdoors) can often be accomplished through proper building design measures.

Mitigation of potential noise problems in areas proposed for new development will often entail a variety of site and building design measures (setbacks; building materials and insulation; site layout and building orientation; use of walls or berms as noise barriers). Compatible non-residential development can sometimes be used as a buffer between major noise sources and residential areas.

The State noise insulation standards will apply to residential and development exposed to outdoor noise levels of 60 dB (CNEL) or more. These standards require wall and floor/ceiling assemblies to have a "sound transmission class" rating of at least 50, while entrance doors must have a sound transmission class rating of at least 30.

Building design and orientation should minimize exposure of windows and sliding doors to highway traffic. Bedrooms and other noise-sensitive areas of dwelling should be shielded from exterior noise sources by other portions of the dwelling. Use of other design features (double glazing; extra wall and ceiling insulation; full weather stripping; airtight seals between window or door frames and exterior walls; use of solid core or insulated steel doors; etc.) may also be required to provide adequate noise level reductions.

The Policy Document includes the following policies to mitigate noise impacts from and on existing and new development:

- VIII.H.1. Areas within Manteca exposed to existing or projected exterior noise levels exceeding 60 dB Ldn shall be designated as noise-impacted areas.
- VIII.H.2. Areas within Manteca shall be designated as noise-impacted if exposed to existing or projected exterior noise levels exceeding the performance standards in Table II-1.
- VIII.H.3. New development of residential or other noise-sensitive land uses will not be permitted in noise-impacted areas unless effective mitigation measures are incorporated into the project design to reduce noise levels to:
- a. 60 dB Ldn or less in outdoor activity areas, and interior noise levels to 45 dB Ldn or less, where the noise source is preempted from local control (i.e., traffic on public roadways, railroads, and airports). In areas where it is not possible to reduce exterior noise levels to 60 dB Ldn or less using a practical application of the best available noise-reduction technology, an exterior noise level of up to 65 dB Ldn will be allowed. Under no circumstances will interior noise levels be permitted to exceed 45 dB Ldn with the windows and doors closed.
  - b. Achieve compliance with the standards in Subsection 3.a. and with the performance standards set out in Table II-1, where the noise source is subject to local control (i.e., non-traffic related).
- VIII.H.4. When industrial, commercial, or other land uses, including locally-regulated noise sources, are proposed for areas containing noise-sensitive land uses, noise levels generated by the proposed use shall not exceed the standards in Subsection 3.a. or the performance standards set out in Table II-1.
- VIII.H.5. Where the development of residential or other noise-sensitive land use is proposed for a noise-impacted area, an acoustical analysis shall be prepared at applicant's expense. The acoustical analysis shall:
- a. Be prepared by a qualified acoustical consultant experienced in the fields of environmental noise assessment and architectural acoustics.
  - b. Include representative noise level measurements with sufficient sampling periods and locations to adequately describe local conditions.
  - c. Include estimated noise levels in terms of Ldn and/or the standards in Table II-1 for existing and projected future noise levels, with a comparison made to the adopted policies of this subsection.

- d. Include recommendations for appropriate mitigation to achieve compliance with the adopted policies of this subsection. Where the noise source in question consists of intermittent single events, the report must address the effects of maximum noise levels in sleeping rooms in terms of possible sleep disturbance.
  - e. Include estimates of noise exposure after the prescribed mitigation measures have been implemented. If compliance with the policies of this subsection will not be achieved, a rationale for acceptance of the project must be provided.
- 

**TABLE II-1**  
**NOISE LEVEL PERFORMANCE STANDARDS  
FOR NEW PROJECTS AND DEVELOPMENTS**

Noise created by non-preempted noise sources\* associated with new projects or developments shall be controlled so as not to exceed the noise level standards set forth below as measured at any affected residential land use situated in either the incorporated or unincorporated areas. New residential development shall not be allowed where the ambient noise level due to non-preempted noise sources will exceed the noise level standards set forth below.

<u>Category</u>	<u>Cumulative Number of minutes in any one-hour time period</u>	<u>Exterior Noise Level Standards, dBA</u>		
		<u>Daytime</u> 7 a.m. to <u>10 p.m.</u>	<u>Nighttime</u> 10 p.m. to <u>7 a.m.</u>	
1	30	50		45
2	15	55		50
3	5	60		55
4	1	65		60
5	0	70		65

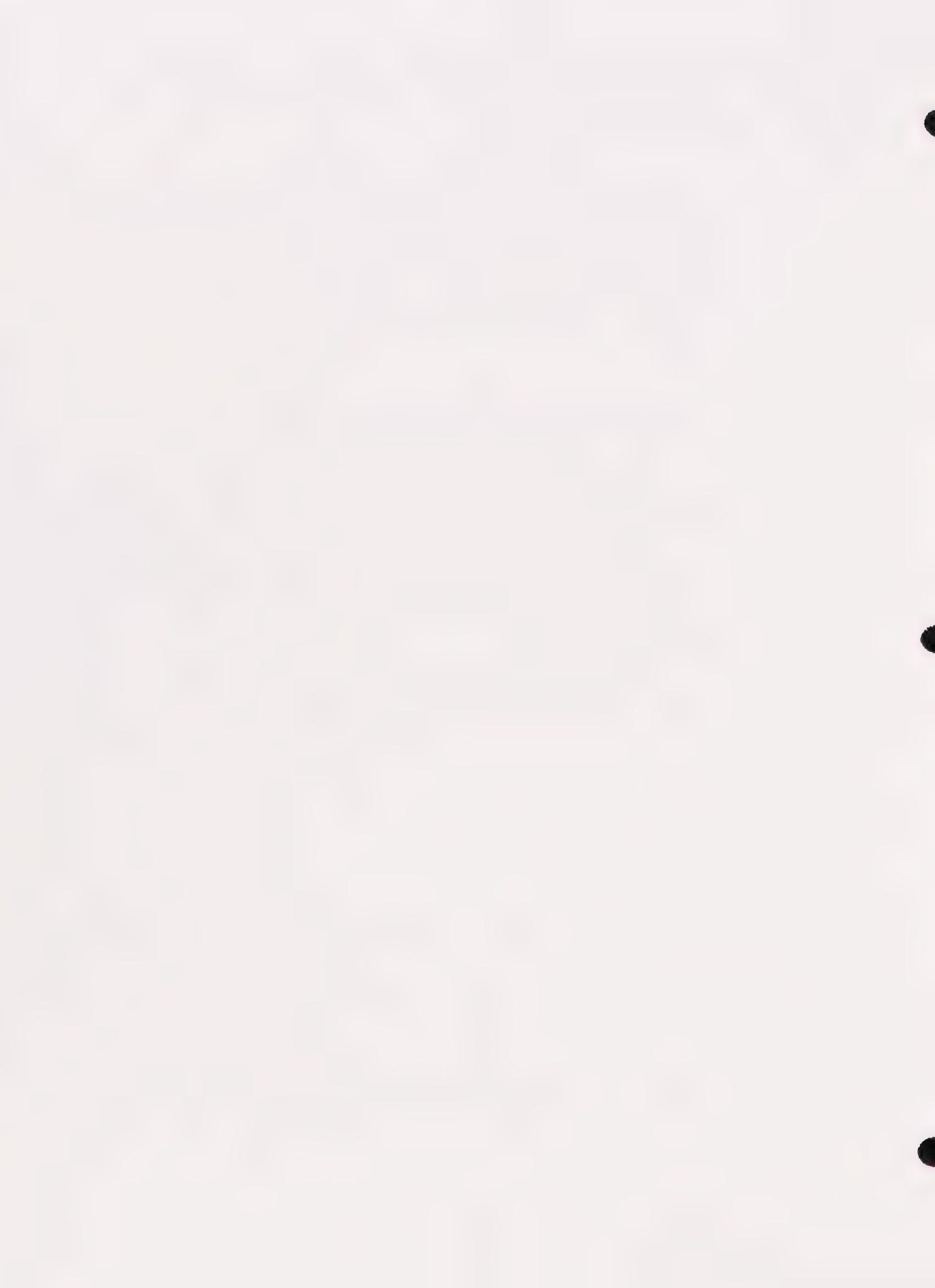
Each of the noise level standards specified above shall be reduced by five dBA for simple tone noises, noises consisting primarily of speech or music, or for recurring impulsive noises.

\*A preempted noise source is one that is regulated by the State or Federal Government at the source such as automobiles, railroads, and airports.

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VIII.H.6. Noise level criteria applied to land uses other than residential or other noise-sensitive uses shall be consistent with recommendations of the California Office of Noise Control (see Figure II-3).

- VIII.H.7. The City shall enforce the Noise Insulation Standards of Title 24 of the California Administrative Code and Chapter 35 of the Uniform Building Code concerning the construction of new multiple occupancy dwellings such as hotels, apartment, and condominiums.
- VIII.H.8. Noise exposure information developed during the community noise survey described in the Background Report shall be used as a guideline for the development of a community noise control ordinance to address noise complaints, and to provide local industry with performance standards for future development and equipment modifications. The ordinance should be consistent with the "Model Community Noise Control Ordinance" prepared by the California Office of Noise Control in 1977 with modifications made to reflect local concerns and conditions.
- VIII.H.9. New equipment and vehicles purchased by the City shall comply with noise level performance standards consistent with the best available noise reduction technology.
- VIII.H.10. The Manteca Police Department shall actively enforce requirements of the California Vehicle Code relating to vehicle mufflers and modified exhaust systems.
- VIII.H.11. In residential subdivisions backing onto a freeway or railroad right-of-way, the developer shall be required to build a sound barrier wall in accordance with City development standards.
- VIII.H.12. The City shall carefully review and shall give potentially affected residents an opportunity to fully review any proposals for the establishment of helipads or heliports.



## APPENDIX 8A

### NOISE TERMINOLOGY AND MEASUREMENT METHODOLOGY

#### NOISE

##### Noise Measurements and Terminology

Sound travels through the air as waves of minute air pressure fluctuations caused by a vibration of some sort. In general, sound waves travel away from the noise source as an expanding spherical surface. The energy contained in a sound wave is consequently spread over an increasing area as it travels away from the source. This results in a decrease in loudness at greater distances from the noise source.

Most sound measurements are based on sound pressure levels at various frequency ranges, with results reported using a decibel (dB) scale. Decibel scales are a logarithmic index based on a ratio of the actual pressure fluctuations generated by sound waves compared to a standard reference pressure value.

##### Decibel Scales

Most sounds consist of a broad range of sound frequencies. Because the human ear is not equally sensitive to all frequencies, a large number of frequency weighting schemes have been used to develop noise measuring instruments that approximate the way the human ear responds to noise levels. The "A-weighted" decibel scale (dBA) is the most widely used for this purpose. The A-weighting scale significantly reduces the measured pressure level for low frequency sounds while slightly increasing the measured pressure level for some high frequency sounds. Figure 13 illustrates dBA levels associated with a variety of noise sources.

Varying noise levels are often described in terms of the equivalent constant decibel level. Equivalent noise levels (Leq) are used to develop single-value descriptions of average noise exposure over various periods of time. Such average noise exposure ratings often include additional weighting factors for annoyance potential due to time of day or other considerations. The Leq data used for these average noise exposure descriptors generally use A-weighted sound level measurements.

Annoyance with noise is determined partly by the time of day during which noise events occur. Noise is most annoying when people are trying to relax or sleep. Measured noise levels are sometimes adjusted to incorporate a penalty factor to account for annoyance issues. The community noise equivalent level (CNEL) is often used to characterize average noise levels over a 24-hour period, with weighting factors for evening and nighttime noise levels. Leq values for the evening period (7 p.m.-10 p.m.) are increased by 5dB while Leq values for the nighttime period (10 p.m.-7 a.m.) are increased by 10 dB.

It should be noted that single-value average noise descriptors (such as CNEL values) are most appropriately applied to variable but relatively continuous sources of noise. Typical urban noise conditions, highway

traffic, and major commercial airports are examples where the CNEL descriptor is most appropriate.

The annoyance potential of intermittent or short duration noise events is often underestimated by 24-hour average noise descriptors. Railroad operations, aircraft activity at general aviation airports, testing of emergency generators, pile driving, and blasting activities may require evaluations using other types of noise descriptors. Peak noise levels, the duration of individual noise events, and the repetition pattern of events can be used to describe intermittent or short duration noise conditions.

The single event noise level (SENEL) descriptor is also used to characterize brief noise events. SENEL values are calculated as the cumulative (not average) A-weighted sound exposure during a discrete noise event, integrated with respect to a 1-second time frame. The SENEL measure is equivalent to the Leq value of a 1-second noise event producing the same cumulative acoustic SENEL measure "spreads" or "compresses" the noise event to fit a fixed 1-second time interval. If the actual duration of the noise event is less than 1 second, the SENEL value will be less than the Leq value for the event. If the duration of the noise event exceeds 1 second, the SENEL value will exceed the Leq of the event.

### **Working with Decibel Values**

The nature of dB scales means that individual dB ratings for different noise sources cannot be added directly to give the dB rating of the combination of these sources. Two noise sources producing equal dB ratings at a given location will produce a composite noise level 3 dB greater than either sound alone. When two noise sources differ by 10 dB, the composite noise level will be only 0.4 dB greater than the louder source alone. Most people have difficulty distinguishing the louder of two noise sources that differ by less than 1.5-2 dB. In general, a 10 dB increase in noise level is perceived as a doubling in loudness. A 2 dB increase represents a 15 percent increase in loudness. Figure 14 illustrates the relationship between decibel changes and perceived loudness.

Sound levels from an isolated noise source will typically decrease by about 6 dB for every doubling of distance away from the noise source. When the noise source is essentially a line (i.e., vehicle traffic on a highway), noise levels decrease by about 3 dB for every doubling of distance.

### **Guidelines for Interpreting Noise Levels**

Various federal, state, and local agencies have developed guidelines for evaluating the compatibility of different land uses and various noise levels.

The U.S. Environmental Protection Agency (1974) has identified indoor and outdoor noise limits to protect public health and welfare "with an adequate margin of safety." Ldn values of 55 dB (outdoors) and 45 dB (indoors) were identified as desirable for residential, educational, and health care areas. Noise level criteria for commercial and industrial areas were identified as 24-hour Leq values of 70 dB (both outdoors and indoors).

The U.S. Federal Highway Administration (1982) has adopted criteria for evaluating the acceptability of noise impacts associated with federally-funded highway projects. These criteria are based on peak hour Leq noise levels,

Figure 13  
Weighted Sound Levels and Human Response

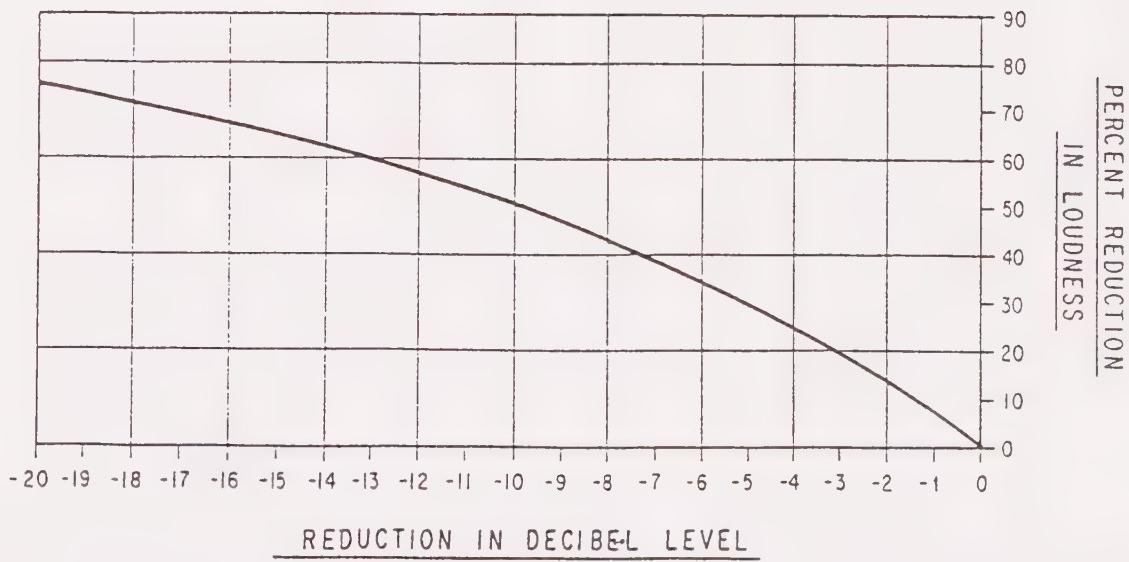
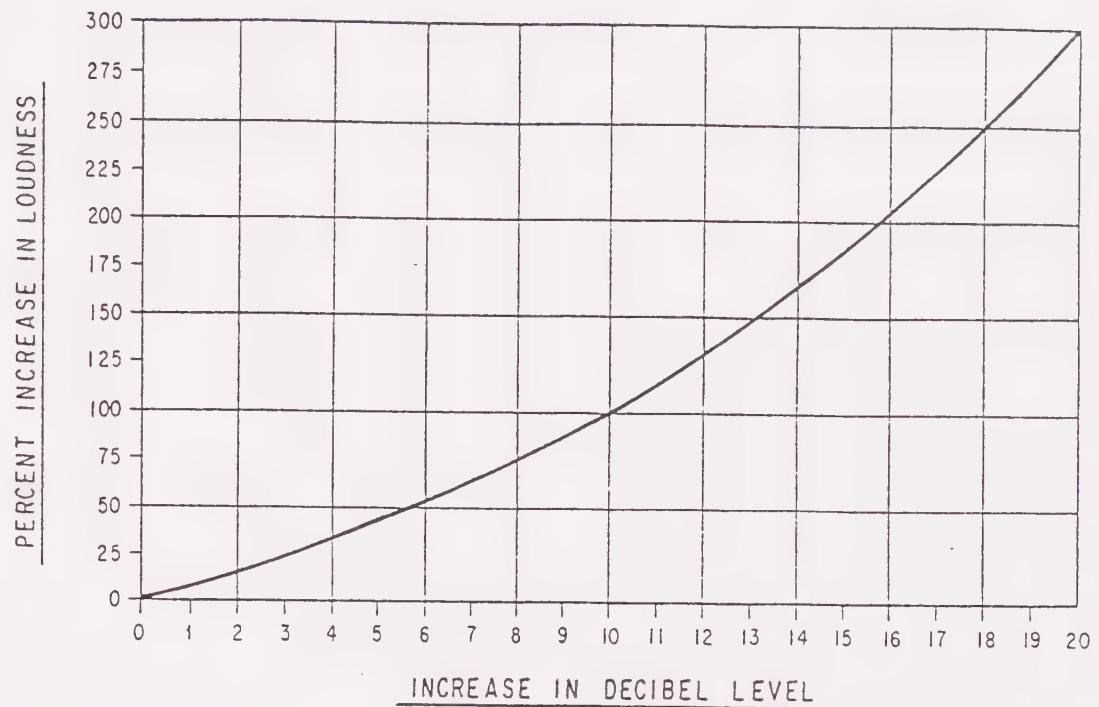
<u>SOUND SOURCE</u>	<u>dB (A) *</u>	<u>RESPONSE CRITERIA</u>
	—150	
Carrier Deck Jet Operation	—140	
		Painfully Loud
	—130	Limit Amplified Speech
Jet Takeoff (200 feet)	—120	
Discotheque		
Auto Horn (3 feet)		Maximum Vocal Effort
Riveting Machine	—110	
Jet Takeoff (2,000 feet)		
Shout (0.5 feet)	—100	
N.Y. Subway Station		Very Annoying
Heavy Truck (50 feet)	— 90	Hearing Damage (8 hours)
Pneumatic Drill (50 feet)		
	— 80	Annoying
Freight Train (50 feet)		
Freeway Traffic (50 feet)	— 70	Telephone Use Difficult Intrusive
Air Conditioning Unit (20 feet)	— 60	
Light Auto Traffic (50 feet)		
	— 50	Quiet
Living room		
Bedroom	— 40	
Library		
Soft Whisper (15 feet)	— 30	Very Quiet
Broadcasting Studio	— 20	
	— 10	Just Audible
	— 0	Threshold of Hearing

\*Typical A - Weighted sound levels taken with a sound-level meter and expressed as decibels on the scale. The "A" scale approximates the frequency response of the human ear.

Source: U. S. Council on Environmental Quality 1970.



Figure 14  
RELATIONSHIP BETWEEN  
DECIBEL CHANGES AND LOUDNESS



SOURCE: JONES & STOKES ASSOCIATES, INC.



not Ldn or 24-hour Leq values. Criteria for residential, educational, and health care facilities are 67 dB (outdoors) and 52 dB (indoors). The criterion for commercial and industrial areas is 72 dB (outdoors).

The U.S. Department of Housing and Urban Development (HUD) has established guidelines for evaluating noise impacts on residential projects seeking financing support under various HUD programs. Sites are generally considered acceptable for residential use if they are exposed to outdoor Ldn values of 65 dB or less. Sites are considered "normally unacceptable" if they are exposed to outdoor Ldn values of 65-75 dB. Sites are considered unacceptable if they are exposed to outdoor Ldn values above 75 dB.

The California Department of Health Services has published guidelines for the noise element of local general plans. These guidelines include a noise level/land use compatibility chart. That chart (Figure 15) categorizes various outdoor Ldn ranges into as many as four compatibility categories (normally acceptable, conditionally acceptable, normally unacceptable, and clearly unacceptable) depending on land use. For many land uses, the chart shows overlapping Ldn ranges for two or more compatibility categories. These overlapping Ldn ranges indicate that local conditions (existing noise levels and community attitudes toward dominant noise sources) should be considered in evaluating land use compatibility at specific locations.

The California Department of Housing and Community Development has adopted noise insulation performance standards for new hotels, motels, and dwellings other than detached single-family structures (California Administrative Code, Title 24, Division T25). These standards require that "interior community noise equivalent levels (CNEL) with windows closed, attributable to exterior sources, shall not exceed an annual CNEL of 45 dB in any habitable room."

In its previous general plan, the City of Manteca adopted the California Department of Health Services land use compatibility guidelines. In addition, the City applied the State noise insulation standards to all new residential construction, including single-family homes.

### **Existing Noise Conditions**

Existing noise levels in Manteca have been measured as part of a county-wide study to update the Noise Element of the County General Plan. Additional noise measurements have also been performed for the update of the City General Plan. Most of this recent noise monitoring has involved short-term spot monitoring of noise levels near major roadways. Table 33 presents the results of 24-hour noise monitoring conducted at Placer Avenue and Edison Street as part of the County study. Additional spot monitoring data collected for the County study is presented in Table 34. Table 35 summarizes recent spot monitoring data collected for the City General Plan update.

### **MAJOR NOISE SOURCES**

Major noise sources in most communities include highway traffic, railroad operations, aircraft activity, and household equipment and activities. Noise from industrial operations may produce localized noise problems in some

TABLE 33

SUMMARY OF 24-HOUR NOISE MONITORING DATA  
Placer Avenue and Edison Street, Manteca

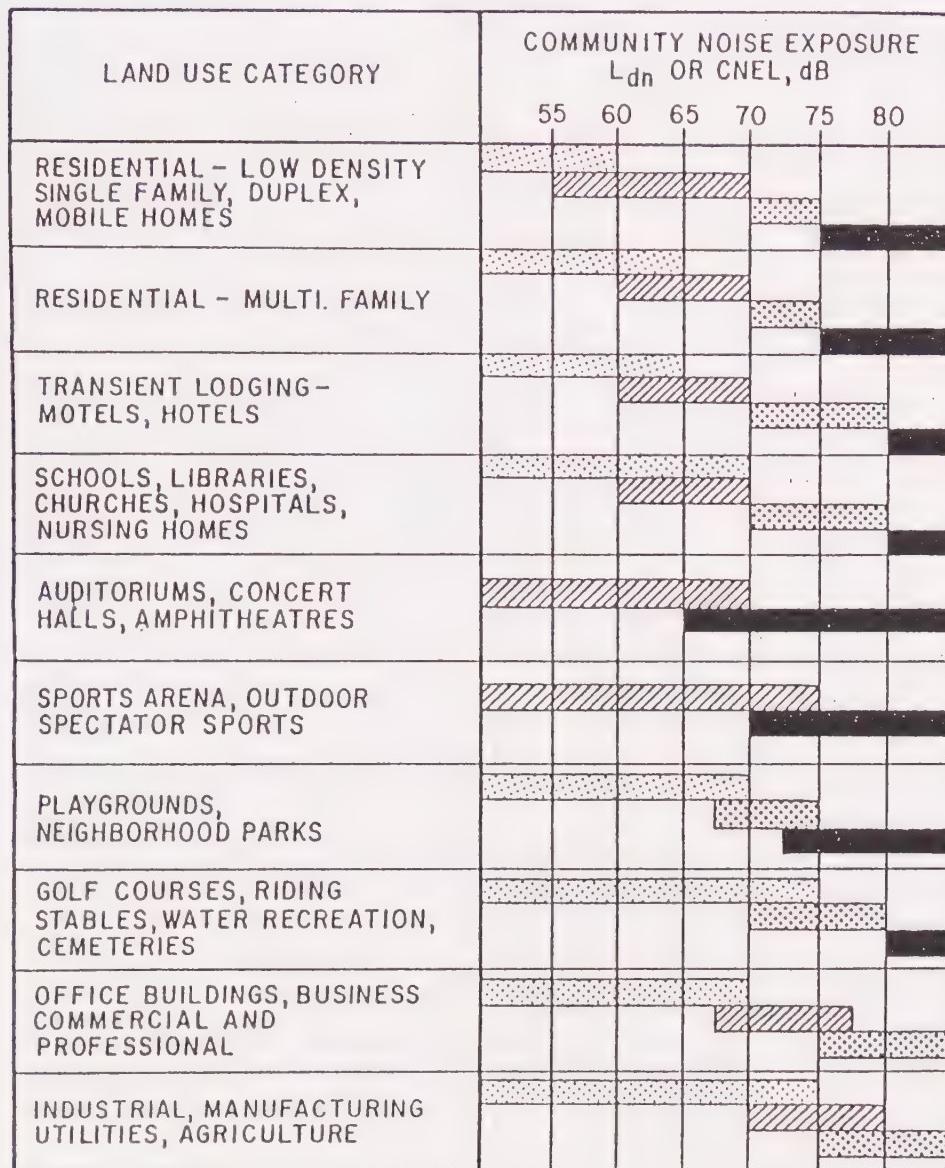
HOUR	Leq	Lmax	MEASURED SOUND LEVELS (dBA)				
			L1	L10	L50	L90	L99
M-1 AM	50.3	68.7	59	53	47	42	39
1-2 AM	48.7	75.0	56	50	44	39	35
2-3 AM	48.6	69.1	58	51	44	37	33
3-4 AM	46.6	67.9	53	47	43	39	36
4-5 AM	46.7	64.3	55	49	44	40	37
5-6 AM	51.4	68.5	59	54	49	44	41
6-7 AM	52.9	69.3	63	54	50	47	45
7-8 AM	53.8	73.6	64	55	49	47	45
8-9 AM	52.0	71.2	62	54	48	45	44
9-10 AM	52.9	69.1	63	55	49	45	44
10-11 AM	58.1	78.9	68	62	49	45	43
11AM - N	53.7	70.0	63	57	49	46	44
N-1 PM	53.1	69.5	63	56	47	44	42
1-2 PM	54.2	70.9	64	58	48	44	42
2-3 PM	52.6	70.0	63	56	46	43	41
3-4 PM	53.2	72.2	64	56	47	44	42
4-5 PM	53.3	67.8	63	57	48	45	43
5-6 PM	55.4	70.3	66	59	48	45	43
6-7 PM	55.9	84.9	65	58	50	47	46
7-8 PM	55.4	78.1	66	58	49	45	44
8-9 PM	53.6	73.2	64	57	48	45	44
9-10 PM	52.3	70.8	63	54	48	45	43
10-11 PM	52.8	73.5	63	54	49	45	44
11PM - M	53.5	71.9	63	54	51	47	44
CNEL	58.4						
Ldn	57.9						

Notes: Leq = Average sound level during monitoring period.

Lmax = Maximum sound level during monitoring period.

Lxx = Sound level exceeded xx percent of the time.

Source: BBN Laboratories, Inc. (1985)



### INTERPRETATION



NORMALLY ACCEPTABLE

Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.



CONDITIONALLY ACCEPTABLE

New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.



NORMALLY UNACCEPTABLE

New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.



CLEARLY UNACCEPTABLE

New construction or development should generally not be undertaken.

| Figure 15  
LAND USE COMPATABILITY FOR COMMUNITY NOISE ENVIRONMENTS



TABLE 34

SUMMARY OF SHORT TERM NOISE MONITORING DATA  
COLLECTED IN MANTECA BY BBN LABORATORIES

LOCATION	START TIME	Leq	MEASURED SOUND LEVELS (dBA)					
			Lmax	L1	L10	L50	L90	L99
Lathrop Rd. & UPRR	2:59 PM	67.3	85.2	79	70	58	46	44
	3:09 PM	65.7	77.9	75	70	53	47	44
Louise Ave. & UPRR	2:21 PM	68.6	85.3	77	71	66	57	49
	2:31 PM	69.1	81.4	78	72	66	56	48
N. Main & Sutter St.	1:49 PM	66.9	77.3	74	69	66	58	56
	1:59 PM	67.7	79.1	75	70	66	60	56
Northwoods Ave.	NOON	69.4	81.5	78	73	66	60	55
	12:12 PM	68.0	79.0	76	71	65	57	53
Union Rd. & Wawona	1:13 PM	63.1	81.4	74	66	53	48	46
	1:23 PM	63.3	80.5	74	67	55	48	46

Notes: Leq = Average sound level during monitoring period.

Lmax = Maximum sound level during monitoring period.

Lxx = Sound level exceeded xx percent of the time.

Each monitoring period lasted 10 minutes

Source: BBN Laboratories, Inc. (1985)

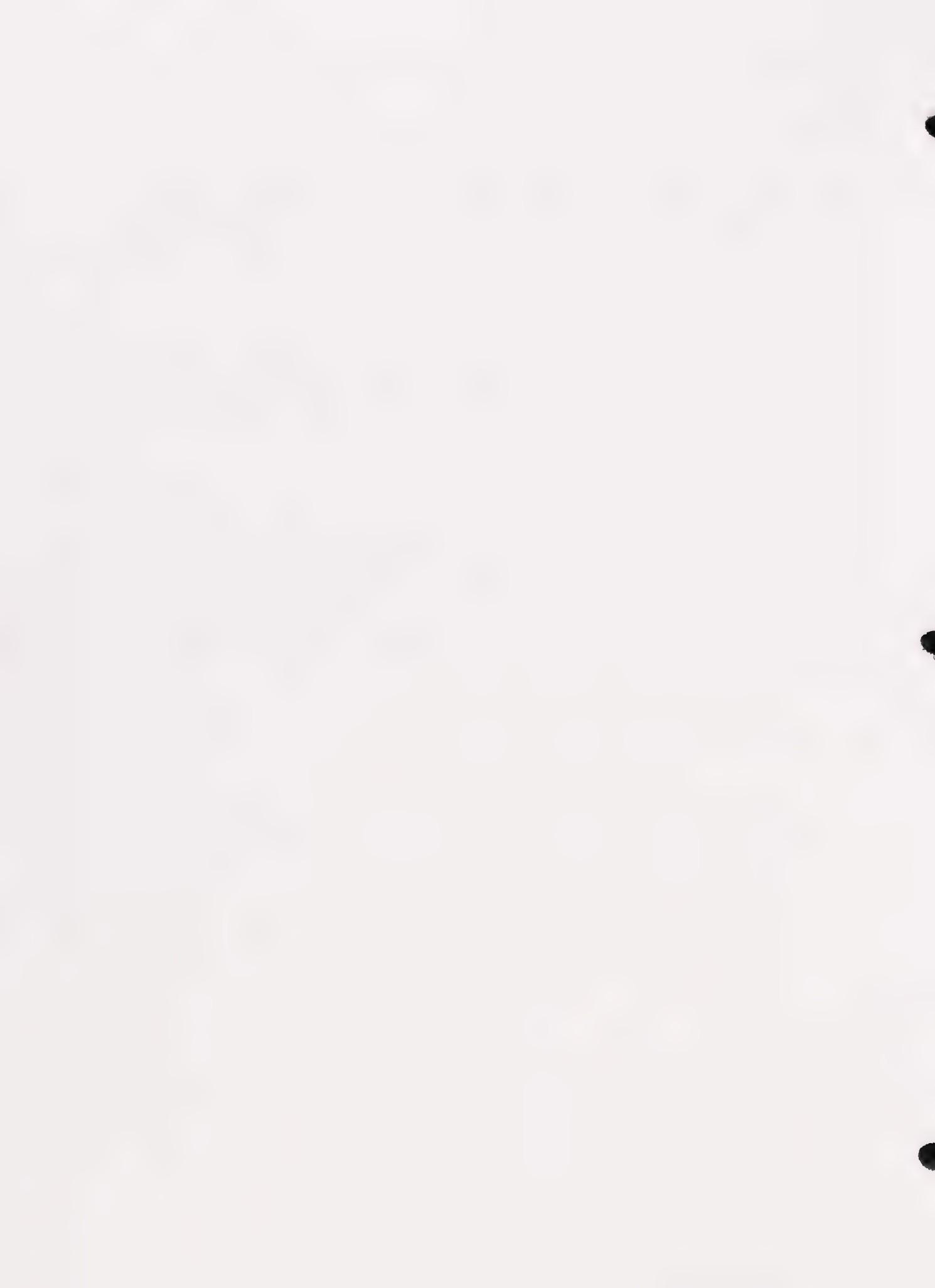
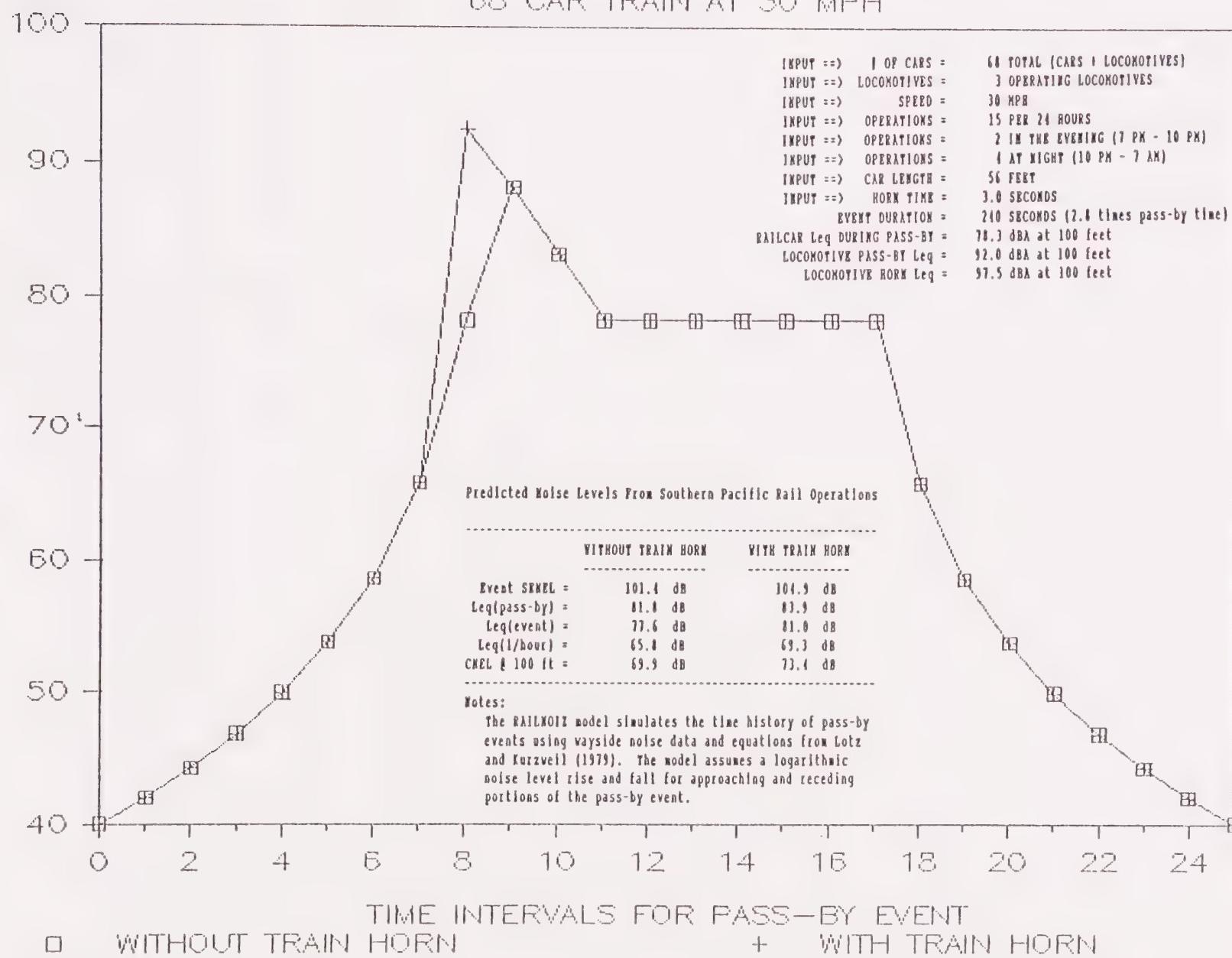


FIGURE 16

# PASS-BY NOISE (dBA) AT 100 FEET

68 CAR TRAIN AT 30 MPH

L<sub>eq</sub> FOR TIME INTERVAL



## CHAPTER 9

### FISCAL IMPACTS

The primary purpose of the fiscal impact assessment in this chapter is to estimate the incremental public costs and revenues of the proposed General Plan revision, and to analyze the potential impacts on the City of Manteca's public finance structure. Although other jurisdictions such as San Joaquin County will be impacted, the focus of the analysis is on the City of Manteca, with a detailed emphasis on the fiscal impact on the City's General Fund at buildout and modified buildout. A schedule showing projected incremental General Fund costs and revenues at five-year intervals to the year 2005 was prepared based on market analysis conducted for the General Plan Options Assessment Report (see Appendix B).

The proposed General Plan's impact on other operating funds of the City, on the capital improvement program, and on the Manteca Unified School District also are considered.

#### ASSUMPTIONS AND METHODS

##### Basic Assumptions

The following assumptions were made in determining the costs of providing services and in estimating the revenues generated under the proposed General Plan:

Marginal Costs and Revenues. The analysis of fiscal impacts estimates the incremental costs and revenues associated with implementation of the proposed General Plan. Annual costs and revenues are estimated at buildout and modified buildout. One-time costs and revenues are estimated on an accrual basis over the buildout period. This approach allows for an assessment of the direct impacts on the City. Because this approach is based on the assumption that development occurs evenly over the buildout period, no differential cash flows are considered.

Level of Service. The analysis assumes that the City will continue to provide the same level of service that currently exists. No attempt has been made to incorporate possible future changes in levels of service into the analysis.

Continued Sources of Funds. The existing sources of revenues were assumed to continue at their current levels.

Cost and Revenue Inflation. With the exception of the assessment of impacts on the Manteca Unified School District, the analysis is presented in terms of constant dollars, representing the average purchasing power that existed in fiscal year 1986/87. This assumption is made because of the difficulty in predicting the effect of inflation rates over the buildout period on the City's level of services and revenue generation. Consequently, municipal costs and revenues were assumed to respond in the same manner as overall price inflation.

## **Methods**

A variety of methods are available to calculate public costs and revenues of urban land development. The methods used in the projection of costs and revenues for the City's General Fund are identified in Tables 36 and 37, and are described below.

### **Per Capita Estimates**

Some costs and revenues respond to population changes in a consistent manner and may be estimated by the citywide average per person. In some cases, this procedure is used even though the relationship is more complicated or based on statutory formula (e.g., motor vehicle in-lieu fees). In these cases, however, the difference is too small to have a significant effect on the results of the analysis.

### **Per Developed Acre Estimates**

Similar to per capita estimates, some costs and revenues respond in a consistent manner to development of urban acres. This method can be a more reliable measure of impact than per capita estimates where no change in population is projected but new costs or revenues would still occur.

### **Case Study Estimates**

Many revenue sources and costs of services depend upon specific development conditions and assumptions regarding building coverage and taxable sales per square foot of space, and property tax revenues depend on market value assumptions for new development. A case study approach is used in these and other cases to provide estimates that reflect specific development conditions.

### **No Impact**

Some revenues such as interest on inactive funds are not expected to be affected in a significant manner by land use and development decisions. In these cases, no change in the existing level of funding is projected.

## **ANNUAL OPERATING COSTS AND REVENUES**

The projected increment of annual costs and revenues under buildout and modified buildout are analyzed in the following sections. General Fund expenditures and revenues at the assumed buildout year (2005) are estimated, and adjusted balances are derived based on further analysis of likely land development conditions in 5-year increments to the year 2005. The impact on "other funds" of the City also are evaluated.

### **General Fund Costs**

The projected incremental annual costs by expenditure category at buildout and modified buildout are presented in Table 38. Modified Buildout would incur the least impact on the City's General Fund, with a projected annual cost impact of approximately \$15.2 million. Full Buildout would incur a projected annual cost impact of approximately \$15.4 million. The costs, by expenditure category, are discussed below.

TABLE 36

**1986-87 APPROVED GENERAL FUND EXPENDITURES AND METHODS  
FOR ESTIMATING PROJECTED GENERAL FUND EXPENDITURES**

Expenditure Category	Total 1986-87 Expenditures by Major Category	% of Total General Fund Expenditures	Estimation Method
General government	\$1,051,395	13.8%	Per acre estimate
Public safety	\$4,328,995	56.8%	
Law enforcement		33.7%	Case study
Fire prevention		23.1%	Case study
Public works	\$1,279,085	16.8%	
Animal control		1.4%	Per capita estimate
Engineering		4.8%	Per acre estimate
Street maintenance		3.7%	Per acre estimate
Vehicle maintenance		2.1%	Per acre estimate
Building regulation, inspection, maintenance		4.8%	Per acre estimate
Library	\$59,965	0.8%	Per capita estimate
Parks and recreation	\$900,365	11.8%	Per capita estimate
<b>Total expenditures</b>	<b>\$7,619,805</b>	<b>100.0%</b>	

Source: City of Manteca 1986

TABLE 37

**1986-87 APPROVED GENERAL FUND REVENUES AND  
METHODS FOR ESTIMATING PROJECTED GENERAL FUND REVENUES**

Revenues Source	Total 1986-87 Revenues by Major Source	% of Total General Fund Revenues	Estimation Method
Property taxes	\$1,606,230	22.1%	Case study
Other taxes	\$2,475,600	34.0%	
Sales and use tax		28.8%	Case study
Franchise tax		2.7%	Per developed commercial acre estimate
Hotel/motel tax		0.4%	Per developed commercial acre estiamte
Documentary stamp tax		0.9%	Case study
Cigarette tax		1.2%	Per capita estimate
Licenses and permits	\$424,200	5.8%	
Business license		1.1%	Per developed commercial acre estimate
Building permits		4.4%	Per developed acre estimate
Other permits		0.3%	Per capita estimate
Fines, forfeits, and penalties	\$28,000	0.4%	Per developed acre estimate
Local ordinance violations			
Use of money and property	\$125,000	1.7%	No impact
Interest on inactive funds			
Revenues from other sources	\$903,405	12.5%	
Motor vehicle in-lieu tax		12.0%	Per capita estimate
Trailer coach fees		0.2%	Per capita estimate
Other revenues		0.3%	Per capita estimate
Charges for current services	\$1,630,100	22.4%	
Interdepartmental charges		21.2%	Per developed acre estimate
Other fees/services		1.2%	Per developed acre estimate
Other revenues	\$75,500	1.1%	Per developed acre estimate
Total revenues	\$7,274,035	100.0%	

Source: City of Manteca 1986

TABLE 38

**PROJECTED INCREMENTAL ANNUAL OPERATING EXPENDITURES  
FROM THE GENERAL FUND AT FULL AND MODIFIED BUILDOUT**

Expenditure Category	Full Buildout	Modified Buildout
General government	\$2,381,200	\$2,271,500
Public safety		
Law enforcement	5,018,100	5,018,100
Fire prevention	3,443,900	3,443,900
Public Works		
Animal control	192,800	192,800
Other (including engineering, street maintenance, vehicle maintenance, and building regulation, inspection, and maintenance)	2,653,900	2,531,600
Library	107,800	107,800
Parks and recreation	1,623,600	1,623,600
Total General Fund expenditures	\$15,421,300	\$15,189,300

General Government. Departments funded through general government revenues include Legislative, City Management/Personnel, Finance, Treasurer, City Attorney, Planning, and Non-Departmental. As shown in Table 35, the adopted 1986/87 budget for general government services was approximately \$1.1 million, or 13.8 percent of total General Fund expenditures.

Based on the estimated number of existing developed urban acres (2,678) within the City, the cost to fund general government services currently approximates \$393 per acre. Using this multiplier and the estimated number of new urban acres (e.g., residential, commercial, and industrial) for the two buildout conditions, general government costs are projected to be approximately \$2.38 million under Full Buildout and \$2.14 million under Modified Buildout (Table 38).

Public Safety. Departments funded through public safety revenues include the Police and Fire Departments. The adopted 1986/87 budget for public safety was \$4.33 million, or 56.8 percent of total General Fund expenditures. Law enforcement and fire prevention services accounted for 33.7 percent and 23.1 percent, respectively, of the General Fund budget.

Projected expenditures on law enforcement and fire prevention were calculated based on estimates of future personnel needs (Tables 26 and 28) for each of the scenarios. For law enforcement, current average salary costs including fringe benefits were estimated for officers (including patrolmen) and support personnel (dispatchers and clerks). Salaries (including fringe benefits) currently average about \$41,800 for officers and patrolmen, \$31,500 for dispatchers, and \$29,250 for clerks. In addition, average costs per employee (\$4,020) for maintenance and operations of law enforcement facilities were included in the projections in Table 38.

For fire prevention, current average salary costs (including fringe benefits) were estimated for officers (\$47,950), fire fighters (\$39,900), and support personnel (\$31,200). Average costs per employee (\$4,400) for operation and maintenance also were included in the cost projections (Table 38).

Under Full and Modified Buildout conditions, law enforcement costs are projected to be \$5.02 million; fire prevention costs are projected to be \$3.44 million.

Public Works. Departments funded through public works revenues included Animal Control, Engineering, Street Maintenance, Vehicle Maintenance, Building Regulation and Inspection, and Building Maintenance. The adopted 1986/87 budget for public works services was approximately \$1.30 million, or 16.8 percent of total General Fund expenditures.

Expenditures on animal control were estimated based on current costs per capita (\$2.88) and using projected population increases for the two buildout conditions. Expenditures on other public works services were estimated based on the current cost per developed acre (\$438) and using projected urban acre increases. Under Full Buildout, costs for all public works services are projected to be \$2.85 million; costs under Modified Buildout are projected to be \$2.72 million.

Library Services. The adopted 1986/87 budget for City library services was approximately \$60,000, or 0.8 percent of total General Fund expenditures.

Projected expenditures on library services were estimated based on the existing costs per capita (\$1.61) and the projected population increases for the two buildout conditions. Costs are projected to be \$107,800 under both Full and Modified Buildout conditions.

Parks and Recreation. The adopted 1986/87 budget for parks and recreation services was approximately \$900,000, or 11.8 percent of total General Fund expenditures.

Projected expenditures on parks and recreation needs were estimated based on the existing costs per capita (\$24.25) and using the projected population increases for the two buildout conditions. Costs are projected to be \$1.62 million under both Full and Modified Buildout conditions.

#### **General Fund Revenues**

The projected incremental annual revenues by category at Full and Modified Buildout are presented in Table 38. Full Buildout would generate a projected \$17.71 million in General Fund revenues; Modified Buildout would generate a projected \$15.42 in General Fund revenues. Revenue generation by category are described below.

Property Taxes. Revenues from the property tax accounted for \$1.61 million, or 22.1 percent of total revenues in the adopted 1986/87 General Fund budget.

For the current analysis, property tax revenues were estimated based on property value assumptions of new development in the Primary Urban Service Area. These assumptions are identified in Table 40 and result in estimates of taxable value under each buildout condition.

The estimates of property tax revenues in Table 39 were derived by multiplying the taxable value for Full and Modified Buildout in Table 40 by the City's current share (23 percent) of the one (1) percent tax rate. Using this method, Full Buildout generated \$4.85 million in property tax revenues and Modified Buildout generated \$4.45 million.

Sales Taxes. Revenues from the sales tax accounted for 28.8 percent of total revenues in the adopted 1986/87 General Fund budget.

Projected sales tax revenues at buildout were calculated based on estimates of taxable sales per square foot and the number of square feet of retail commercial space for Full and Modified Buildout (Table 41). Revenues returned to the City were calculated at one percent of total taxable sales. Full Buildout is projected to generate \$5.19 million in annual sales tax revenues; Modified Buildout is projected to generate \$3.77 million in sales tax revenues.

Other Taxes. Sources of other tax revenues and their percent of total revenues in the adopted 1986/87 General Fund budget include the franchise tax (2.7 percent), hotel/motel tax (0.4 percent), documentary stamp tax (0.9 percent), and the cigarette tax (1.2 percent).

TABLE 39

**PROJECTED INCREMENTAL ANNUAL REVENUES TO THE  
GENERAL FUND AT FULL AND MODIFIED BUILDOUT  
(In Constant Dollars)**

Revenue Category	Full Buildout	Modified Buildout
Property taxes	\$4,847,400	\$4,446,000
Other taxes		
Sales and use tax	5,187,700	3,774,400
Franchise tax	366,000	350,000
Hotel/motel tax	269,500	134,200
Documentary stamp tax	185,600	173,600
Cigarette tax	153,300	153,300
Licenses and permits		
Business license	382,900	276,300
Building permits	727,100	693,600
Other permits	32,100	32,100
Fines, forfeits, and penalties	63,300	60,300
Use of money and property	0	0
Revenues from other sources		
Motor vehicle in-lieu tax	1,569,400	1,569,400
Trailer coach fees	33,500	33,500
Other revenues	37,500	37,500
Charges for current services		
Interdepartmental charges	3,484,300	3,323,800
Other fees/services	203,800	194,400
Other revenues	170,800	162,900
Total General Fund revenues	\$17,714,200	\$15,415,300

TABLE 40

**PROPERTY VALUE OF NEW DEVELOPMENT IN MANTECA  
AT FULL AND MODIFIED BUILDOUT  
(In 1987 Dollars)**

Land Use	Market Value Per Unit	Full Buildout			Modified Buildout		
		Units	New Market Value	Taxable Value	Units	New Market Value	Taxable Value
Single family	\$85,000	19,490	\$1,656,650,000	\$1,325,320,000	19,490	\$1,656,650,000	\$1,325,320,000
Multi-family	\$45,000	1,604	72,180,000	57,744,000	1,604	72,180,000	57,744,000
Commercial (including neighborhood, community, business/visitor, and general)	\$60/sf	11,689,326	701,359,560	561,087,648	8,504,655	510,279,300	408,223,440
Office	\$50/sf	1,645,043	82,252,150	65,801,720	1,103,810	55,190,500	44,152,400
Light industrial	\$20/sf	5,819,616	116,392,320	93,113,856	5,819,616	116,392,320	93,113,856
Heavy industrial	\$35/sf	160,736	5,625,760	4,500,608	160,736	5,625,760	4,500,608
Total			\$2,634,459,790	\$2,107,567,832		\$2,416,317,880	\$1,933,054,304

Notes: Average values derived from information from Coldwell Banker Real Estate Services (Windovski per. comm.)

The taxable value is equivalent to 80 percent of the market value; the existing value of land assumed to be an average of 20 percent of the total market value, has been subtracted.

TABLE 41

**PROJECTED ADDITIONAL TAXABLE RETAIL SALES IN MANTECA  
AT FULL AND MODIFIED BUILDOUT**

	Full Buildout				Modified Buildout		
	Taxable Sales/ Sq. Ft.	Sq. Ft.	Total Taxable Sales	Revenue Returned to Manteca	Sq. Ft.	Total Taxable Sales	Revenue Returned to Manteca
Neighborhood/ community	\$44.38	4,848,228	\$215,164,359	\$2,151,644	4,848,228	\$215,164,359	\$2,151,644
Business & visitor	\$44.38	6,344,514	281,569,531	2,815,695	3,159,842	140,233,788	1,402,338
General commercial	\$44.38	496,584	22,038,398	220,384	496,584	22,038,398	220,384
Total		11,689,326	\$518,772,288	\$5,187,723	8,504,654	\$377,436,545	\$3,774,365

Notes: Based on 1986 estimated taxable sales per square foot in Manteca at \$40.35. Projected average taxable sales per square foot increased by 10 percent to reflect higher sales volume associated with shopping center-type future development.

Some sales are not subject to sales tax, such as sales of food and drug items.

Revenues from the franchise tax, which is a tax on the gross receipts of gas, electric, and cable TV utilities, were calculated by estimating the existing prorata unit share of current revenues by each urban land use type (e.g., residential, commercial, and industrial) and multiplying by the number of new urban units (e.g., residential units or square feet). The multipliers were \$13.81 per residential unit, \$.0043 per square foot of commercial space, and \$.0029 per square foot of industrial space. Using this approach, revenues from the franchise tax are projected to be \$366,000 for Full Buildout, and \$350,000 for Modified Buildout.

Revenues from the hotel/motel tax were calculated using the current amount of revenues per acre of existing business and visitor commercial development (\$555 per acre) and multiplying by the new acreage in the business and visitor category. Projected revenues were \$269,000 for Full Buildout and \$134,200 for Modified Buildout.

Revenues from the documentary stamp tax, which is a tax on real property sales, were calculated based on the statutory formula (the City receives one-half of \$.55 per \$500 of sale value). The taxable value of new development (Table 39) was used with the formula and it was assumed that residential property would turn over once every seven years and commercial and industrial property once every ten years. Projected revenues were \$185,000 for Full Buildout and \$173,000 for Modified Buildout.

Revenues from the cigarette tax were calculated based on the existing per capita amount (\$2.29). Projected revenues were \$153,300 for both Full and Modified Buildout.

Licenses and Permits. Sources of licenses and permit revenues and their percent of total revenues in the adopted 1986/87 General Fund budget include business licenses (1.1 percent), building-related permits (4.4 percent), and other permits (0.3 percent), consisting of dog and bicycle licenses, and others.

Revenues from business licenses were calculated based on the current amount of revenue per acre of existing commercial development (\$382 per acre) and using the projected increases in commercial acreage for Full and Modified Buildout. Revenues are projected to be \$382,900 for Full Buildout and \$276,300 for Modified Buildout.

Revenues from building permits were calculated based on the current amount of revenue per developed acre (\$120) and using the projected increases in urban acres for each buildout condition. Revenues are projected to be \$727,100 for Full Buildout and \$693,600 for Modified Buildout.

Revenues from other permits were calculated based on the current amount of revenue per capita (\$.48) and using the projected increases in population at buildout. Revenues are projected to be \$32,100 for both Full and Modified Buildout.

Fines, Forfeits, and Penalties. Revenues from fines, forfeits, and penalties, which are generated by violations of local ordinances, accounted for \$28,000, or 0.4 percent of total revenues in the approved 1986/87 General Fund budget.

Projected revenues from fines, forfeits, and penalties were calculated based on the current amount of revenue per developed acre (\$10.45) and using the projected increases in urban acres for Full and Modified Buildout. Projected revenues are \$63,300 and \$60,300 for Full and Modified Buildout, respectively.

Use of Money and Property. Revenues from the use of money and property accounted for \$125,000, or 1.7 percent of the approved 1986/87 General Fund budget. Because these revenues are unlikely to be affected to any significant degree by future development, there is projected to be no incremental change in current revenue levels.

Revenues from Other Sources. The major source of revenues in this category is the motor vehicle in-lieu tax, which accounted for 12.0 percent of all revenues in the 1986/87 approved General Fund budget. Other revenue sources include trailer coach fees, and other minor revenue sources.

Projected revenues from other sources were calculated based on the current amount of revenue per capita, and using projected population increases projected for buildout. In the 1986/87 fiscal year, motor vehicle in-lieu fees generated \$23.44 per capita, trailer coach fees generated \$.50 per capita, and other revenue sources generated \$.56 per capita. Using these multipliers, total revenues from other sources were projected to be \$1.64 million for both Full and Modified Buildout.

Charges for Current Services. Revenues from charges for current services accounted for \$1.63 million, or 22.4 percent of the total revenues in the adopted 1986/87 General Fund budget. The major source of revenues in this category is interdepartmental charges, which accounted for 21.2 percent of total revenues in the adopted 1986/87 General Fund budget.

Projected revenues from charges for current services were calculated based on the current amount of revenue per developed acre (\$608.70) and using the projected increases in urban acres for each buildout condition. Projected revenues are \$3.68 million for Full Buildout and \$3.52 million for Modified Buildout.

Other Revenues. Sources of other revenues include the sale and rental of property, State highway street sweeping funds, and miscellaneous reimbursements. Total revenues from these sources accounted for \$75,000, or 1.1 percent of total revenues in the adopted 1986/87 General Fund budget.

Projected revenues from other sources were estimated based on the current amount of revenue per developed acre (\$28.19) and using the projected increases in urban acres under Full and Modified Buildout conditions. Projected revenues are \$170,800 for Full Buildout and \$162,900 for Modified Buildout.

### **General Fund Balances**

The projected General Fund balances under Full and Modified Buildout are presented in Table 42.

TABLE 42

PROJECTED GENERAL FUND COSTS, REVENUES, AND BALANCES  
AT FULL AND MODIFIED BUILDOUT  
(In Constant Dollars)

	Full Buildout	Modified Buildout
Costs	\$15,421,300	\$15,189,300
Revenues	\$17,714,200	\$15,415,300
Balance	\$2,292,900	\$226,000

For Full and Modified Buildout, projected revenue generation exceeds costs. Under Full Buildout, the surplus is \$2.29 million, or 14.9 percent higher than the projected costs. Under Modified Buildout, the surplus is more moderate at \$226,000, or 1.5 percent higher than the projected costs.

### Interim General Fund Balances

The fiscal impacts on the General Fund balances at years 1990, 1995, 2000, and 2005 were analyzed based on market demand projections developed for the Manteca General Plan Options Assessment Report (contained in Appendix B). Projections of cumulative new development in the General Plan area in five-year increments to 2005 are presented in Table 43. The order-of-magnitude projections for the year 2005 indicate that only lands designated for heavy industrial development would be fully absorbed by the assumed General Plan buildout date of 2005.

Projections of General Fund expenditures and revenues at 1990, 1995, 2000, and 2005 are shown in Tables 44 and 45, respectively. The projections were generated using the same methodology used to generate the buildout projections, discussed previously. A comparison of projected General Fund expenditures and revenues, presented in Table 46, indicates an incremental General Fund balance increasing from a projected \$183,200 in 1990, to \$1.86 million in 2005.

## OTHER OPERATING FUNDS

### Enterprise Funds

Enterprise funds are special funds dedicated to financing the cost of providing various public services. These funds include the water, sewer, refuse collection and disposal, and storm drainage funds. The operating funds for these services are derived from user charges. As new development occurs, the cost of providing Citywide services will increase. For this analysis, it is assumed that user fees will be adjusted as needed to cover these basic costs and are not considered further in this analysis.

### Other Funds

A number of other funds are used to finance a variety of City programs and services. The most significant of these funds are the Gas Tax Fund, the Local Transportation Fund, and the Special Apportionment Streets-FAU Fund.

The Gas Tax fund receives revenues from a State excise tax on motor fuel (Highway User's Tax). These revenues finance street and highway construction, maintenance, and acquisition of right-of-way. The allocation of these State-collected revenues to cities is based, in part, on vehicle registration. A projection of Gas Tax fund revenues generated under Full and Modified Buildout was made assuming a relationship between vehicle registration and population. Manteca was projected to receive Gas Tax Fund revenues of \$12.15 per capita during fiscal year 1986-87 based on an estimated 1987 population of 37,125 and Gas Tax Fund revenues of \$451,000. The population increase projected for Full and Modified Buildout would generate additional revenues of \$813,500.

**TABLE 43**  
**PROJECTED DEVELOPMENT IN THE GENERAL PLAN AREA**  
**FOR 1990, 1995, 2000, AND 2005**

	1990		1995		2000		2005	
Incremental population change	4,000		16,300		28,600		42,400	
Total Citywide population	39,500		51,700		64,000		77,800	
Type of Development	Units	Acres	Units	Acres	Units	Acres	Units	Acres
Residential development	1,340 du	304	5,450 du	1,234	9,570 du	2,164	14,190 du	3,200
Office development	71,480 sf	5	291,300 sf	19	511,100 sf	34	758,200 sf	50
Neighborhood/community & business/visitor development	723,300 sf	55	3,317,500 sf	254	5,541,700 sf	424	8,041,500 sf	615
Light industrial	783,200 sf	45	1,762,100 sf	101	2,741,000 sf	157	3,720,000 sf	213
Heavy industrial	160,700 sf	12	160,700 sf	12	160,700 sf	12	160,700 sf	12
Total acres		421		1,620		2,791		4,090

Note: Development projections based on year 2005 demand projections prepared for the Manteca General Plan Options Assessment Report (Appendix B), and modified to reflect interim population projections prepared by the San Joaquin County Council of Governments (1986).

TABLE 44

**PROJECTED INCREMENTAL ANNUAL OPERATING EXPENDITURES  
FROM THE GENERAL FUND - 1990, 1995, 2000, 2005  
(In Constant Dollars)**

Expenditure Category	1990	1995	2000	2005
General government	\$165,500	\$636,700	\$1,096,900	\$1,607,400
Public safety				
Law enforcement	299,700	1,221,100	2,142,500	3,178,100
Fire prevention	205,700	838,100	1,470,500	2,181,200
Public Works				
Animal control	11,500	46,900	82,300	122,100
Other (including engineering, street maintenance, vehicle maintenance, and building regulation, inspection, and maintenance)	184,400	709,600	1,222,500	1,791,400
Library	6,400	26,200	46,000	68,300
Parks and recreation	97,000	395,100	693,200	1,028,300
Total General Fund expenditures	\$970,200	\$3,873,700	\$6,753,900	\$9,976,800

TABLE 45

**PROJECTED INCREMENTAL ANNUAL REVENUES TO THE  
GENERAL FUND - 1990, 1995, 2000, 2005  
(In Constant Dollars)**

Revenue Category	1990	1995	2000	2005
Property taxes	\$330,800	\$1,299,600	\$2,227,500	\$3,267,200
Other taxes				
Sales and use tax	321,000	1,472,300	2,459,400	3,568,800
Franchise tax	24,600	96,400	166,600	245,100
Hotel/motel tax	6,700	42,700	63,300	86,000
Documentary stamp tax	15,300	50,400	86,500	125,800
Cigarette tax	9,200	37,300	65,500	97,100
Licenses and permits				
Business license	22,900	104,300	175,000	254,000
Building permits	50,500	194,400	334,900	490,800
Other permits	1,900	7,800	13,700	20,400
Fines, forfeits, and penalties	4,400	16,900	29,200	42,700
Use of money and property	0	0	0	0
Revenues from other sources				
Motor vehicle in-lieu tax	93,700	381,900	670,100	993,900
Trailer coach fees	2,000	8,100	14,300	21,200
Other revenues	2,200	9,100	16,000	23,700
Charges for current services				
Interdepartmental charges	242,100	931,600	1,605,000	2,352,000
Other fees/services	14,200	54,500	93,900	137,600
Other revenues	11,900	45,700	78,700	115,300
Total General Fund revenues	\$1,153,400	\$4,753,000	\$8,099,600	\$11,841,600

TABLE 46

PROJECTED GENERAL FUND COSTS, REVENUES, AND BALANCES  
FOR 1990, 1995, 2000, AND 2005  
(In Constant Dollars)

	1990	1995	2000	2005
Costs	\$970,200	\$3,873,700	\$6,753,900	\$9,976,800
Revenues	1,153,400	4,753,000	8,099,600	11,841,600
Balances	\$183,200	\$879,300	\$1,345,700	\$1,864,800

Additional State gas tax revenues are received by Manteca through the SB 325 allocation. These revenues, along with related transportation revenues, are placed in the Local Transportation Fund, and are used for the rebuilding of streets, and the installation of curbs, gutters, sidewalks, and drainage facilities. Projections of revenues received under Full and Modified Buildout were made assuming a relationship between revenues and population. Based on 1986-87 approved revenue projections of \$621,000, Local Transportation Fund revenues are \$16.73 per capita. The projected population increase for Full and Modified Buildout would generate additional revenues of \$1.12 million.

The Special Apportionment Streets-FAU (Federal Aid Urban) fund was projected to receive \$652,500 in revenues during fiscal year 1986-87. No attempt was made to project revenues for this fund. Recently proposed cuts in Federal Highway Fund allocations have made future revenue increases doubtful.

Other funds include the Community Development Block Grant Fund, the Career Criminal Apprehension Fund, the Subsidized Transportation (Taxicab Program) Fund, the Vehicle Replacement Fund, and the Equipment Replacement Fund. Revenue projections for these funds were not generated as part of this analysis.

#### CAPITAL IMPROVEMENT PROGRAM

Specific cost projections for capital improvements required by future development were not available for this analysis; however, growth projected for General Plan buildout conditions would require substantial improvements and expansions of roadways and overcrossings, sewage facilities, water supply facilities, drainage facilities, parkland facilities, fire station facilities, police facilities, and school facilities.

Manteca funds the majority of its capital improvements through fees levied on new development within the City. The development fees generate revenues earmarked for specific purposes, such as the park acquisition fee which generates revenues for the acquisition of park land, and the traffic signals fee which generates revenues for new traffic signals.

Projected cumulative development fee revenues generated at Full and Modified Buildout are shown in Table 47. These revenue projections are based on dwelling unit and commercial and industrial square footage estimates under Full and Modified Buildout, and on Manteca's existing fee structure. Development fees are projected to generate approximately \$224 million under Full Buildout and \$219 million under Modified Buildout. Under Full Buildout conditions, the traffic signals fee would generate the smallest amount of revenue (\$4.2 million) and the school facilities fee the largest amount of revenue (\$65 million). The revenue range is similar for Modified Buildout.

Without specific cost projections for necessary capital improvements, an evaluation of the adequacy of the revenues shown in Table 47 is not possible.

**TABLE 47**  
**PROJECTED CUMULATIVE DEVELOPMENT FEE REVENUES GENERATED**  
**AT FULL AND MODIFIED BUILDOUT**  
**(Revenue Shown in Thousands of Constant Dollars)**

Type of Fee	Full Buildout			Modified Buildout		
	Residential	Commercial	Total	Residential	Commercial	Total
Sewer connection/1	\$46,871	\$4,666	\$51,537	\$46,871	\$3,354	\$50,225
Water meter/2	44,196	8,432	52,628	44,196	6,060	50,256
Park acquisition/3	11,309	0	11,309	11,309	0	11,309
Government facilities/4	7,383	0	7,383	7,383	0	7,383
Traffic signals/5	4,219	0	4,219	4,219	0	4,219
Equipment replacement/6	7,383	0	7,383	7,383	0	7,383
Highway interchange/7	10,547	0	10,547	10,547	0	10,547
Drainage/8	11,117	2,366	13,483	11,117	1,707	12,824
School facilities/9	60,635	4,829	65,464	60,635	3,897	64,532
Total	\$203,660	\$20,293	\$223,953	\$203,660	\$15,018	\$218,678

\*See footnotes on next page.

Note: Industrial development is exempt from all fee levies, except for the school facilities fee.

1/ Sewer connection fees are \$2,222 per residential unit; \$120 per fixture unit for dry commercial; and \$7.30 gpd for wet commercial. The minimum per unit fee for commercial structures is \$2,222, which was used for these projections. To estimate the number of commercial units from square footage projections, an average of 5,000 square feet per office unit and 6,600 per neighborhood, highway, and general commercial unit was used (average of new construction in Manteca 1981-1985).

2/ Water meter fees are generally assessed on a per structure basis, and are based on the size of the water line servicing the structure. Fees are \$2,222 per 3/4" line, \$2,909 per 1" line, \$4015 per 1-1/2" line, and \$5,519 per 2" line. Single-family units typically require a 3/4" line. Multiple-family structures usually require larger lines. For this analysis, it was assumed that structures in the medium density designations would require 1" lines, and structures in the high density designations would require 2" lines. Medium density structures were assumed to contain 4 units per structure; high density structures were assumed to contain 12 units per structure. Commercial units were assumed to require 1-1/2" lines.

3/ Park acquisition fees are \$234 for the first bedroom of a residential unit, \$158 per additional bedroom until a maximum of \$548 per unit is reached. For this analysis, a fee of \$548 per unit was assumed for very low and low density residential; and a fee of \$392 was assumed for medium and high density residential development.

4/ Government facilities fees are \$350 per residential unit.

5/ Traffic-signal fees are \$200 per residential unit.

6/ Major equipment replacement fees are \$350 per residential unit.

7/ Highway interchange fees are \$500 per residential unit.

8/ Drainage fees are \$2,360 per acre.

9/ School facilities fees are \$1.50 per square foot of residential development, and \$0.25 per square foot of commercial and industrial development. Residential units were assumed to average 2,000 square feet for single-family unit and 900 square feet per multi-family unit. The revenue projections for commercial development includes revenue generated by projected industrial development.

Source for fees: Cantu (pers. comm.)

## MANTECA UNIFIED SCHOOL DISTRICT

Future residential development within Manteca would increase enrollment within the Manteca Unified School District (MUSD), and would increase operating and capital costs to MUSD. Future development would also increase property tax revenues available to the District and would increase enrollment-related State and Federal funds.

MUSD's budget is comprised of a number of different funds which are designed to finance various activities. The General Fund finances MUSD's on-going operational activities, and represents approximately 72 percent of MUSD's total budget (Conner pers. comm.). The General Fund Budget would be the budget most affected by enrollment and development-related cost and revenue changes.

MUSD's 1987-88 General Fund is financed with property tax revenues (10.2 percent), State Aid Apportionment Funds (73.3 percent), and other State and Federal funds (16.5 percent). Projections of incremental General Fund requirements and revenues associated with Full and Modified Buildout are presented in Table 48. The projections are based on estimated current costs per student, and projections of enrollment and taxable property values associated with buildout. The Table 48 projections are presented in constant dollars. No attempt was made to evaluate the adequacy of current funding levels; the existing level of educational services provided by MUSD was assumed to remain constant throughout the planning period.

As shown in Table 48, projected incremental General Fund revenues exceed costs under both Full and Modified Buildout conditions. Under Full Buildout, the surplus is projected to be \$1.2 million, or 2.9 percent higher than the projected costs. Under Modified Buildout, the surplus is more moderate at \$766,400, or 1.8 percent higher than projected costs.

Increases in enrollment would require MUSD to provide more classroom space and supporting facilities. Buildout would require a projected 11 new elementary schools and 1.4 high schools (see Chapter 5-Public Services). To offset capital improvement expenditures required by increased enrollment, developers are assessed a one-time fee based on the square footage of residential, commercial, and industrial development. The fee is currently set at \$1.50 per square foot of residential development, and \$0.25 per square foot of commercial and industrial development.

Revenues generated by the school facilities development fees are placed in MUSD's Developer Fee Fund. The fund has a budget of \$848,200 for the current year, with revenues being budgeted to repay bank loans for portable classroom facilities. Beginning later this fiscal year, most of the developer fees collected by MUSD will be sent to the State and used in conjunction with Leroy Greene State School Building Funds to finance site acquisition, construction, and reconstruction of school facilities. In the past, developer fees were used by the District to finance the purchase or lease of portable facilities, and the Leroy Greene State funds were used to finance construction of permanent facilities. MUSD must now return developer fees to the State, then apply to the State for funds to build new facilities (Conner pers. comm.).

TABLE 48

**PROJECTED INCREMENTAL GENERAL FUND EXPENDITURES,  
REVENUES, AND BALANCES AND FULL AND MODIFIED BUILDOUT  
MANTECA UNIFIED SCHOOL DISTRICT  
(In Constant Dollars)**

	Full Buildout	Modified Buildout
	Projected Revenues/Costs	Projected Revenues/Costs
General Fund revenues		
Property tax revenues/1	\$5,479,700	\$5,025,900
State Aid Apportionment/2	30,719,500	30,719,500
Other revenues/3	6,935,400	6,935,400
Total revenues	43,134,600	42,680,800
General Fund expenditures/4	41,914,400	41,914,400
General Fund balance	\$1,220,200	\$766,400

- /1 Projected property tax revenues based incremental increase in property value generated by new development in Manteca (see Table 5 for projected taxable value of new development). Property tax revenues projected assuming MUSD receives 26 percent of 1 percent base tax (Sanchez pers. comm.).
- /2 State Aid Apportionment projected using existing apportionment of \$2,648 per ADA, and projected number of students at buildout (11,601).
- /3 Other revenue is received from various State and Federal sources. Revenues were projected based existing funding per student, and projected number of new students at buildout.
- /4 General Fund expenditures projected based on existing ratio of General Fund expenditures per student (\$3,613), and projected number of students at buildout.

Sources: Conner pers. comm. (MUSD current year figures)  
 Jones & Stokes Associates' projections for student enrollment).

Projected school facilities development fee revenues generated within Manteca under Full and Modified Buildout conditions are shown in Table 47. Cumulative revenues are projected to be approximately \$65 million under Full Buildout and \$64 million under Modified Buildout. Since MUSD must return these revenues to the State, and then apply for construction funds, the adequacy of future funding sources for financing future capital improvements is not known.

## SUMMARY OF FISCAL IMPACTS

### General Fund

The General Fund costs are projected to increase by \$15.4 million under Full Buildout, and by \$15.2 million under Modified Buildout. The incremental General Fund balance is projected to be \$2.3 million under Full Buildout of the General Plan area, and \$226,000 under Modified Buildout of the General Plan area.

Based on population projections generated by the San Joaquin County Council of Governments, and an analysis of demand for residential, commercial, and industrial land in Manteca through 2005, buildout of the General Plan area would not occur until after 2005. Incremental General Fund balances are projected to be approximately \$183,200 in 1990, \$879,300 in 1995, \$1.3 million in 2000, and \$1.9 million in 2005.

Cost/revenue projections indicate that there would be no adverse fiscal impact on the General Fund under Full and Modified Buildout.

### Capital Improvements Program

Development fees are projected to generate cumulative revenues of approximately \$223 million under Full Buildout, and \$219 million under Modified Buildout. Cost projections for capital improvements required by future development were not available for this analysis; however, considerable revenue would be needed to finance capital improvements required by buildout of the General Plan area.

Without specific cost projections for necessary capital improvements, an evaluation of the significance of the fiscal impact of the proposed General Plan on Manteca's capital improvements program is not possible.

### Manteca Unified School District

MUSD's General Fund costs are projected to increase by \$41.9 million under both Full and Modified Buildout. General Fund revenues are projected to increase by \$43.1 million under Full Buildout, and by \$42.7 million under Modified Buildout. The incremental General Fund balance is projected to be \$1.2 million under Full Buildout, and \$766,400 under Modified Buildout. Projections were based on existing service levels; no attempt was made to evaluate the adequacy of current educational services provided by existing funding.

The cost/revenue projections indicate that there would be no adverse fiscal impact on MUSD's General Fund budget caused by implementation of the proposed General Plan.

The school facilities developer fees would generate a projected \$65.5 million in cumulative revenues over the planning period. MUSD must return these fees to the State. Since the State now controls the funding of school facilities capital improvements, evaluating the adequacy of future capital improvements funding is not possible.



## APPENDIX A

### CEQA AND STATE GUIDELINES COMPLIANCE

#### TABLE OF CONTENTS

Article 9, "Content of Environmental Impact Reports," of the State Guidelines, outlines the required content of an Environmental Impact Report. Section 15120 of this article reads as follows:

##### 15120. General.

- (a) Environmental Impact Reports shall contain the information outlined in this article, but the format of the document may be varied. Each element must be covered, and when these elements are not separated into distinct sections, the document shall state where in the document each element is discussed.
- (b) The EIR may be prepared as a separate document, as part of a general plan, or as part of a project report. If prepared as a part of the project report, it must still contain one separate and distinguishable section providing either analysis of all the subjects required in an EIR or as a minimum, a table showing where each of the subjects is discussed. When the lead agency is a state agency, the EIR shall be included as part of the regular project report if such a report is used in the agency's existing review and budgetary process.
- (c) Draft EIRs shall contain the information required by Sections 15122 through 15131. Final EIRs shall contain the same information and the subjects described in Section 15132.

The balance of this Appendix identifies and references the location of all information required by Sections 15122 through 15131. Page numbers refer to the location of this information in the various General Plan documents.

##### 15122. Table of Contents or Index.

An EIR shall contain at least a table of contents or an index to assist readers in finding the analysis of different subjects and issues.

The following documents are referenced in the table of contents and referred to by their index number:

- (1) Mintier & Associates, Jones & Stokes Associates, and Associated Consultants: City of Manteca General Plan - Draft Policy Document (September 1987)
- (2) Mintier & Associates, Jones & Stokes Associates, and Associated Consultants: City of Manteca General Plan - Draft General Plan Background Report (September 1987)

- (3) Mintier & Associates, Jones & Stokes Associates, and Associated Consultants: City of Manteca General Plan - Draft Assessment Report (Draft EIR) (September 1987)
- (4) Mintier & Associates, Jones & Stokes Associates, Joseph R. Holland, and Pepper Associates: City of Manteca - General Plan Policy Document (May 1988)
- (5) Mintier & Associates, Jones & Stokes Associates, Joseph R. Holland, and Pepper Associates: City of Manteca General Plan - Background Report (April 1988)
- (6) Mintier & Associates, Jones & Stokes Associates, Joseph R. Holland, and Pepper Associates: City of Manteca General Plan - Assessment Report (Final EIR) (April 1988)
- (7) Mintier & Associates, Jones & Stokes Associates, and Associated Consultants: City of Manteca General Plan - Options Assessment Report (October 1986)

**15123. Summary.**

An EIR shall contain a brief summary of the proposed actions and its consequences.

Reference Document (3).....	pp. 6-8
Reference Document (6).....	pp. 5-10

**15124. Project Description.**

The description of the project shall contain information regarding local and regional location; objectives; technical, economic, and environmental characteristics; and intended uses of the EIR.

Reference Document (1).....	Entire Document
Reference Document (2).....	Entire Document
Reference Document (3).....	Entire Document
Reference Document (4).....	Entire Document
Reference Document (5).....	Entire Document
Reference Document (6).....	Entire Document

**15125. Environmental Setting.**

An EIR must include a description of the environment in the vicinity of the project, as it exists before the commencement of the project, from both a local and regional perspective. Special emphasis should be placed on environmental resources that are rare or unique to the region.

Reference Document (2).....Entire Document

Reference Document (5).....Entire Document

**15126. Environmental Impact.**

All phases of a project must be considered when evaluating its impact on the environment: planning, acquisition, development, and operation. The following subjects shall be discussed, preferably in separate sections or paragraphs. If they are not discussed separately, the EIR shall include a table showing where each of the subjects is discussed.

- (a) The Significant Environmental Effects of the Proposed Project.

Reference Document (3).....pp. 6-8

Reference Document (6).....pp. 9-10

- (b) Any Significant Environmental Effects Which Cannot Be Avoided if the Proposal is Implemented.

Reference Document (3).....pp. 6-8

Reference Document (6).....pp. 9-10

- (c) Mitigation Measures Proposed to Minimize the Significant Effects.

Reference Document (3).....Entire Document

Reference Document (6).....Entire Document

- (d) Alternatives to the Proposed Action.

Reference Document (6).....Appendix A

Reference Document (7).....Entire Document

- (e) The Relationship Between Local Short-Term Users of Man's Environment and the Maintenance and Enhancement of Long-Term Productivity.

Reference Document (3).....pg. 122

Reference Document (6).....pg. A-13

- (f) Any Significant Environmental Changes Which Would Be Involved in the Proposed Action Should It Be Implemented.

Reference Document (3).....pg. 122

Reference Document (6).....pg. A-13

- (g) The Growth-Inducing Impact of the Proposed Action.

Reference Document (3).....pp. 122-123

Reference Document (6).....pg. A-14

**15127. Limitations on Discussion of Environmental Impact.**

The information required by Section 15126(e) concerning short-term uses versus long-term productivity, and (f) concerning irreversible changes, need to be included only in EIRs prepared in connection with any of the following activities:

- (a) The adoption, amendment, or enactment of a plan, policy, or ordinance of a public agency.

Reference Document (3).....pp. 122-123

Reference Document (6).....pp. A-13 to  
A-14

**15128. Effects Not Found to be Significant.**

Reference Document (3).....pp. 6-8

Reference Document (6).....pp. 9-10

**15129. Organizations and Persons Consulted.**

Reference Document (2).....At end of each chapter

Reference Document (3).....Appendix E

Reference Document (4).....At end of each chapter

Reference Document (6).....Appendix E

**15130. Cumulative Impacts.**

- (a) Cumulative Impacts shall be discussed when they are significant.

Reference Document (3).....pg. 124

Reference Document (6).....pg. A-15

**15131. Economic and Social Effects.**

Economic or social information may be included in an EIR or may be presented in whatever form the agency desires.

Reference Document (2).....pp. 111-142

Reference Document (3).....pp. 85-109

Reference Document (5).....Chapter IV

Reference Document (6).....pp. 95-119

## **REQUIRED CONTENTS OF AN EIR**

This section contains responses to the substantive requirements of Article 9 of the State Guidelines; "Required Contents of Environmental Impact Reports." The text of each State Guidelines section is first stated, followed by a statement of how the preparation or contents of the City of Manteca General Plan meet the requirements of the particular section.

In addition to this EIR on the General Plan, EIRs will be required for all major development projects within the city. This EIR is appropriately and necessarily general since the plan is itself general and does not reflect a level of detail necessary to conduct highly quantified analysis and detailed assessments. As such, the assessments contained herein should be reviewed within this context; site-specific, detailed environmental impact assessment can only be conducted on more definitive projects.

### **15120. General.**

- (a) Environmental Impact Reports shall contain the information outlined in this article, but the format of the document may be varied. Each element must be covered, and when these elements are not separated into distinct sections, the document shall state where in the document each element is discussed.
- (b) The EIR may be prepared as a separate document, as part of a general plan, or as part of a project report. If prepared as a part of the project report, it must still contain one separate and distinguishable section providing either analysis of all the subjects required in an EIR or as a minimum, a table showing where each of the subjects is discussed. When the lead agency is a state agency, the EIR shall be included as part of the regular project report if such a report is used in the agency's existing review and budgetary process.
- (c) Draft EIRs shall contain the information required by Sections 15122 through 15131. Final EIRs shall contain the same information and the subjects described in Section 15132.

#### **General Plan/EIR Response:**

This appendix serves as the separate and distinguishable section which summarizes all subjects required in an EIR. The previous section of this appendix states where specific required elements of the EIR are discussed in the various documents incorporated by reference.

### **15121. Informational Document.**

- (a) An EIR is an informational document which will inform public agency decision makers and the public generally of the significant environmental effect of a project, identify possible ways to minimize the significant effects, and describe reasonable alternatives to the project. The public agency shall consider the information in the EIR along with other information which may be presented to the agency.

**General Plan/EIR Response:**

As the General Plan was being prepared, environmental information was systematically reviewed, discussed, evaluated, and incorporated into the General Plan. Reasonable alternatives were developed, evaluated for their environmental effects, and all potentially significant adverse effects were mitigated, except in the cases of the street and highway system and agricultural soils and lands, as discussed in Chapters 4 and 7 of this Assessment Report.

**15122. Table of Contents or Index.**

An EIR shall contain at least a table of contents or an index to assist readers in finding the analysis of different subjects and issues.

**General Plan/EIR Response:**

The previous section of this appendix consists of a table of contents to assist the reader in finding the analysis and assessments of the subjects and issues discussed in the various General Plan documents.

**15123. Summary.**

- (a) An EIR shall contain a brief summary of the proposed action and its consequences. The language of the summary should be as clear and simple as reasonably practical.
- (b) The summary shall identify:
  - (1) Each significant effect with proposed mitigation measures and alternatives that would reduce or avoid that effect;
  - (2) Areas of controversy known to the lead agency including issues raised by agencies and the public; and
  - (3) Issues to be resolved including the choice among alternatives and whether or how to mitigate the significant effects.
- (c) The summary should normally not exceed 15 pages.

**General Plan/EIR Response:**

The proposed action consists of a revised General Plan for the City of Manteca. The plan consists of land use and circulation plan diagrams with an accompanying text that includes goals, policies, standards, and implementation programs.

Environmental factors have been considered throughout the planning process, and appropriate mitigation measures have been incorporated or identified to reduce impact levels wherever practicable.

#### **15124. Project Description.**

The description of the project shall contain the following information but should not supply extensive detail beyond that needed for evaluation and review of the environmental impact.

- (a) The precise location and boundaries of the proposed project shall be shown on a detailed map, preferably topographic. The location of the project shall also appear on a regional map.
- (b) A statement of the objectives sought by the proposed project.
- (c) A general description of the project's technical, economic, and environmental characteristics, considering the principal engineering proposals and supporting public service facilities.
- (d) A statement briefly describing the intended uses of the EIR.

#### **General Plan/EIR Response:**

- (a) A regional map showing the location and boundaries of the City of Manteca is shown in Figure I-2 in Reference Documents (2) and (5).
- (b) Environmental characteristics and the public services required to support the plan are described in Reference Document (2), Draft Background Report, pp. 145-203, Reference Document (3), Draft Assessment Report, pp. 23-58, Reference Document (5), Background Report, Chapters VI and VIII, and Reference Document (6), Assessment Report (Final EIR), pp.27-66.
- (c) In addition to its function in the public review of the environmental effects of the plan, this Assessment Report (EIR) and the supporting documents will be used as reference materials by City staff in the review of all development proposals submitted to the City.

#### **15125. Environmental Setting.**

An EIR must include a description of the environment in the vicinity of the project, as it exists before the commencement of the project, from both a local and regional perspective. The description shall be no longer than is necessary to an understanding of the significant effects of the proposed project and its alternatives.

- (a) Knowledge of the regional setting is critical to the assessment of environmental impacts. Special emphasis should be placed on environmental resources that are rare or unique to that region.
- (b) The EIR shall discuss any inconsistencies between the proposed project and applicable general plans and regional plans. Such regional plans include, but are not limited to, the applicable Air Quality Management Plans (or States Implementation Plan once adopted), area-wide waste treatment and water quality control plans, regional transportation plans, and regional housing allocation plans.

#### **General Plan/EIR Response:**

- (a) Due to the complexity of the environmental setting of the city, it is not useful to summarize such information here. The reader should therefore consult the relevant, detailed portions of Reference Documents (2) and (6), Draft and Final Background Reports.
- (b) Applicable regional plans are discussed in various chapters of Reference Documents (2) and (6), Draft and Final Background Reports.

#### **15126. Environmental Impact.**

All phases of a project must be considered when evaluating its impact on the environment: planning, acquisition, development and operation. The following subjects shall be discussed, preferably in separate sections or paragraphs. If they are not discussed separately, the EIR shall include a table showing where each of the subjects is discussed.

#### **General Plan/EIR Response:**

Environmental assessment of the General Plan occurred concurrent with the formulation of the plan itself. There were three relatively distinct phases to the environmental assessment: (1) comparative assessment of the four initial plan alternatives (including the existing plan); (2) assessment of the Draft General Plan Policy Document; and (3) assessment of the Final General Plan Policy Document.

The impacts of the four alternatives are described in Reference Document (7), General Plan Options Assessment Report, the impacts of the Draft General Plan are described in Reference Document (3), Draft Assessment Report, and Reference Document (6), Final Assessment Report.

#### **(a) The Significant Environmental Effects of the Proposed Project.**

An EIR shall identify and focus on the significant environmental effects of the proposed project. Direct and indirect significant effects of the project on the environment shall be clearly identified and described, giving due consideration to both the short-term and long-term effects. The discussion should include relevant specifics of the area, the resources involved, physical changes, alterations to ecological systems, and changes induced in population distribution, population concentration, the human use of the land (including commercial and residential development), health and safety problems caused by the physical changes and other aspects of the resource base such as water, scenic quality, and public services. The EIR shall also analyze any significant effects the project might cause by bringing development and people into the area affected. For example, an EIR on a subdivision astride an active fault line should identify as a significant effect the seismic hazard to future occupants of the subdivision. The subdivision would have the effect of attracting people to the location and exposing them to the hazards found there.

**General Plan/EIR Response:**

There are obviously environmental effects resulting from any general plan, and the City of Manteca General Plan is no exception. The potential impacts of the General Plan are discussed in various chapters of this Assessment Report.

**(b) Any Significant Environmental Effects Which Cannot be Avoided if the Proposal is Implemented**

Describe any significant impacts, including those which can be mitigated but not reduced to a level of insignificance. Where there are impacts that cannot be alleviated without imposing an alternative design, their implications, and the reasons why the project is being proposed, notwithstanding their effect, should be described.

**General Plan/EIR Response:**

The Assessment Report identifies mitigation measures included in the General Plan Policy Document to mitigate virtually all potentially significant adverse environmental effects. Traffic impacts and the conversion of prime agricultural soils are the two types of impacts that cannot be reduced to a level of insignificance without imposing a radically difficult form of urban development. The impacts on agricultural soils are unavoidable if Manteca is to continue to grow in virtually any direction.

In the case of traffic impacts, increasing urban development will almost inevitably lead to greater traffic congestion. However, if the City maintains the 3.9 percent maximum average annual growth rate in residential development and controls other types of development as part of the City's Growth Management Program throughout the time frame of the General Plan, the amount of development under the General Plan will likely be substantially less (perhaps by as much as 25 percent less than what is projected based on the Modified Buildout Scenario). This should substantially reduce traffic impacts, although the magnitude of this reduction would be difficult to calculate without making numerous assumptions.

**(c) Mitigation Measures Proposed to Minimize the Significant Effects**

Describe measures which could minimize significant, adverse impacts, including where relevant, inefficient and unnecessary consumption of energy. The discussion of mitigation measures shall distinguish between the measures which are proposed by project proponents to be included in the project and other measures that are not included but could reasonably be expected to reduce adverse impacts if required as conditions of approving the project. This discussion shall identify mitigation measures for each significant environmental effect identified in the EIR. Where several measures are available to mitigate an impact, each should be discussed and the basis for selecting a particular measure should be identified if one has been selected. Energy conservation measures, as well as other appropriate mitigation measures, shall be discussed when relevant. (Examples of energy conservation

measures are provided in Appendix F of the State Guidelines.) If a mitigation measure would cause one or more significant effects in addition to those that would be caused by the project as proposed, the effects of the mitigation measure shall be discussed but in less detail than the significant effects of the project as proposed.

(d) Alternatives to the Proposed Action

Describe a range of reasonable alternatives to the project, or to the location of the project, which could feasibly attain the basic objectives of the project and evaluate the comparative merits of the alternatives.

**General Plan/EIR Response:**

Assessment of environmental impacts requires both forecasting and evaluation of potential changes brought about by proposed actions. Since the planning process initially involved the assessment of plan alternatives, forecasting and evaluation focused on the relative differences in the impacts among the alternatives under consideration.

Four plan alternatives, representing four substantially different land use options were initially assessed. These land use options addressed the community concerns and issues identified in the initial phase of the planning process, and reflected the environmental, infrastructure, and economic conditions and constraints described in the Background Report. The purpose of the four options was to portray a range of possible scenarios for future development, and at the same time, present reasonable land use alternatives for each parcel of land in the Primary Urban Service Area. Brief descriptions of these four alternatives follow:

**LAND USE OPTION 1**

Land Use Option 1 reflects the existing General Plan. Key features include:

- o Primarily low density residential development west to Airport Way
- o Primarily low density residential development northeast of Highway 99
- o Combination of very low density residential, low density residential, visitor serving commercial, and industrial development south of the 120 Bypass

**LAND USE OPTION 2**

Land Use Option 2 reflects an emphasis on growth to the south and southwest. Key features include:

- o Low density residential development west to Airport Way
- o Primarily very low density and low density development northeast of Highway 99

- o Reflects the Atherton-Kirk proposal for the area south of the 120 Bypass and east of South Main Street
- o Reflects the Brocchini Annexation proposal for the area around the 120-Airport Way interchange
- o Reflects the St. Joseph's hospital proposal for the north side of West Yosemite Avenue between Union Road and Airport Way
- o A major community park east of Airport Way as part of Brocchini Annexation

#### LAND USE OPTION 3

Land Use Option 3 reflects concentric growth around the existing city. Key features include:

- o Primarily low density residential development north of Lathrop Road and west to Airport Way
- o A combination of very low density residential, low density residential, medium density residential, high density residential, neighborhood community commercial, and visitor serving commercial development northeast of Highway 99
- o Reflects Atherton-Kirk Annexation proposal on east Louise
- o Medium density residential development and a major concentration of visitor serving commercial development in the area west of Highway 99 and south of West Yosemite
- o Professional office and light industrial development in the area of the Spreckels sugar facility
- o Primarily low density residential development south of the 120 Bypass with major concentrations of visitor serving development at the 120-South Main and 120-Airport Way intersections
- o Extensive land is set aside in reserve for light industrial, heavy industry, and private recreation west of Airport Way for use beyond the 20-year time frame of the plan
- o A major community park west of Airport Way

#### LAND USE OPTION 4

Land Use Option 4 reflects a commitment to expanding the central business district and higher residential densities. Key features include:

- o Low density residential development west to Airport Way
- o Primarily very low and low density development northeast of Highway 99

- Limited low density residential and visitor serving development south of the 120 Bypass
- Major expansion of the central business district
- Professional office and high density residential development in the area of the Spreckels sugar facility
- Reinforcement of the Main Street corridor from Lathrop Road to Woodward Avenue as the major focus of commercial development
- Medium density residential designation for much of the area west of South Main Street just south of downtown
- A major community park north of Lathrop Road and east of Highway 99

These four alternatives were assessed in terms of changes in land use, housing, population, circulation, public facilities and services, fiscal conditions, community character, and environmental factors.

Following publication of the Options Assessment Report, the Manteca Planning Commission reviewed the four plan alternatives, and recommended to the City Council a hybrid version of Land Use Options 2 and 3. Following review of the Planning Commission recommendation, the City Council also selected a hybrid version of Land Use Options 2 and 3 as its preferred option.

The preferred option became the basis for the Draft General Plan and this draft was in turn evaluated for its environmental and fiscal impacts through the Draft Assessment Report (Draft EIR).

- (1) If there is a specific proposed project or a preferred alternative, explain why the other alternatives were rejected in favor of the proposal if they were considered in developing the proposal.

#### **General Plan/EIR Response:**

Land Use Option 1 (the existing General Plan) was rejected as providing for too little future growth. Land Use Option 4 was rejected as requiring too substantial an expansion of the downtown commercial area.

- (2) The specific alternative of "no project" shall also be evaluated along with the impact. If the environmentally superior alternative is the "no project" alternative, the EIR shall also identify an environmentally superior alternative among the other alternatives.

#### **General Plan/EIR Response:**

The existing General Plan was evaluated as the "no project" alternative.

- (3) The discussion of alternatives shall focus on alternatives capable of eliminating any significant environmental effects, or reducing them to a level of insignificance, even if these alternatives would impede to some degree the attainment of the project objectives or would be more costly.

**General Plan/EIR Response:**

In developing the land use plan and in formulating the goals, policies, and implementation programs, alternatives were considered which reduced impact levels from those resulting from continued implementation of the existing General Plan.

- (4) If an alternative would cause one or more significant effects in addition to those that would be caused by the project as proposed, the significant effects of the alternatives shall be discussed, but in less detail than the significant effects of the project proposed.

**General Plan/EIR Response:**

This condition does not occur, thus no response is necessary.

- (5) The range of alternatives required in an EIR is governed by "rule of reason" that requires the EIR to set forth only those alternatives necessary to permit a reasoned choice. The key issue is whether the selection and discussion of alternatives fosters informed decision-making and informed public participation. An EIR need not consider an alternative whose effect cannot be reasonably ascertained and whose implementation is remote and speculative.

**General Plan/EIR Response:**

The alternatives considered in the options assessment phase reflect a wide range of alternatives which grew out of informed public participation. This range of alternatives clearly permits the required "reasoned choice" among alternatives.

- (e) The relationship between Local Short-Term Users of Man's Environment and the Maintenance and Enhancement of Long-Term Productivity.

Describe the cumulative and long-term effects of the proposed project which adversely affect the state of the environment. Special attention should be given to impacts which narrow the range of beneficial uses of the environment or pose long-term risks to health or safety. In addition, the reasons why the proposed project is believed by the sponsor to be justified now, rather than reserving an option for further alternatives, should be explained.

**General Plan/EIR Response:**

Since the assessment of environmental impacts was conducted on the aggregate effects of the alternative plans, the assessment reflects the cumulative effects of each alternative. There are no significant adverse cumulative effects.

The long-term effects of the General Plan consist of the commitment of resource uses which extend well beyond the time frame of the plan and preempt the resource values. Modest scale, long-term effects would, therefore, result from the preemption of agricultural soils and loss of wildlife habitat.

Except in two cases noted above, there are no specific land uses, policies, or implementation programs which appreciably narrow the range of beneficial uses of the environment, or which pose substantial long-term risks to health or safety.

(f) Any Significant Environmental Changes Which Would Be Involved in the Proposed Action Should It Be Implemented.

Uses of non-renewable resources during the initial and continued phases of the project may be irreversible since a large commitment of such resources makes removal or non-use thereafter unlikely. Primary impacts and, particularly, secondary impacts (such as highway improvement which provides access to a previously inaccessible area) generally commit future generations to similar uses. Also irreversible damage can result from environmental accidents associated with the project. Irretrievable commitments of resources should be evaluated to assure that such current consumption is justified.

**General Plan/EIR Response:**

The implications of a general plan are far reaching. These impacts have been identified in this Assessment Report and have been largely mitigated.

(g) The Growth-Inducing Impact of the Proposed Action.

Discuss the ways in which the proposed project could foster economic or population growth, or the construction or additional housing, either directly or indirectly, in the surrounding environment.

Included in this are projects which would remove obstacles to population growth. (A major expansion of a wastewater treatment plant might, for example, allow for more construction in service areas.) Increases in the population may further tax existing community service facilities so consideration must be given to this impact. Also discuss the characteristic of some projects which may encourage and facilitate other activities that could significantly affect the environment, either individually or cumulatively. It must not be assumed that growth in any area is necessarily beneficial, detrimental, or of little significance to the environment.

**General Plan/EIR Response:**

Since the City of Manteca must sustain a strong economic base to maintain employment and an adequate tax base, the induced growth resulting from the General Plan is consistent with the goals of the community. The levels of anticipated growth have been balanced so as to stabilize and diversify the local economic base and to minimize environmental impacts.

## **15127. Limitations on Discussion of Environmental Impact**

The information required by Section 15126(e) concerning short-term uses versus long-term productivity, and (f) concerning irreversible changes, need be included only in EIRs prepared in connection with any of the following activities:

- (a) The adoption, amendment, or enactment of a plan, policy, or ordinance of a public agency.

### **General Plan/EIR Response:**

Information required in Sections 15126(e) and (5) is included above, since the proposed action is a revision and subsequent adoption of a plan and policies of a public agency.

## **15128. Effects Not Found to be Significant**

An EIR shall contain a statement briefly indicating the reasons that various possible significant effects of a project were determined not to be significant and were, therefore, not discussed in detail in the EIR. Such a statement may be contained in an attached copy of an initial study.

### **General Plan/EIR Response:**

All potentially significant environmental effects have been addressed in the Assessment Report (Draft and Final EIRs) and in the Options Assessment Report.

## **15129. Organizations and Persons Consulted**

The EIR shall identify all federal, state, or local agencies, other organizations, and private individuals consulted in preparing the draft EIR, and the persons, firm, or agency preparing the draft EIR, by contract or other authorization.

### **General Plan/EIR Response:**

List of agencies, organizations, and individuals consulted in preparation of the General Plan and Assessment Report (Draft and Final EIRs) are contained in Reference Documents (2) and (5) and Appendix C of this document.

## **15130. Cumulative Impacts**

- (a) Cumulative impacts shall be discussed when they are significant.

### **General Plan/EIR Response:**

All impacts have been assessed as cumulative effects.

- (b) The discussion of cumulative impacts shall reflect the severity of the impacts and their likelihood of occurrence, but the discussion need not provide as great detail as is provided of the effects attributable to the

project alone. The discussion should be guided by the standards of practicality and reasonableness. The following elements are necessary to an adequate discussion of cumulative impacts:

(1) Either:

- (A) A list of past, present, and reasonably anticipated future projects producing related or cumulative impacts, including projects outside the control of the agency, or
- (B) A summary of projections contained in an adopted general plan or related planning document which is designed to evaluate regional or areawide conditions. Any such planning document shall be referenced and made available to the public at a location specified by the lead agency.

**General Plan/EIR Response:**

This information has been included in Reference Documents (2) and (5) and this Assessment Report.

- (2) A summary of the expected environmental effects to be produced by those projects with specific reference to additional information stating where that information is available, and
  - (3) A reasonable analysis of the cumulative impacts of the relevant projects. An EIR shall examine reasonable options for mitigating or avoiding any significant cumulative effects of a proposed project.
- (c) With some projects, the only feasible mitigation measure for cumulative impacts may involve the adoption of ordinances or regulations rather than the imposition of conditions on a project-by-project basis.

**General Plan/EIR Response:**

Many of the mitigation measures take the form of general plan policies or implementing ordinances.

**15131. Economic and Social Effects**

Economic or social information may be included in an EIR or may be presented in whatever form the agency desires.

- (a) Economic or social effects of a project shall not be treated as significant effects on the environment. An EIR may trace a chain of cause and effect from a proposed decision of a project through anticipated economic or social changes resulting from the project to physical changes caused in turn by the economic or social changes. The intermediate economic or social changes need not be analyzed in any detail greater than necessary to trace the chain of cause and effect. The focus of the analysis shall be on the physical changes.

#### **General Plan/EIR Response:**

Economic and social information is included in the Draft and Final Background Reports. Both the Options Assessment Report and this Assessment Report address the economic and fiscal impacts of the four land use alternatives and the General Plan.

#### **15132. Contents of Final Environmental Impact Report**

The Final EIR shall consist of:

- (a) The draft EIR or a revision of the draft.
- (b) Comments and recommendations received on the draft EIR either verbatim or in summary.
- (c) A list of persons, organizations, and public agencies commenting on the draft EIR.
- (d) The responses of the Lead Agency to significant environmental points raised in the review and consultation process.
- (e) Any other information added by the Lead Agency.

#### **General Plan/EIR Response:**

The Draft EIR was entirely revised to reflect changes in the General Plan Policy Document and responses to comments on the draft. Appendix C to this document identifies those persons, organizations, and public agencies commenting on the Draft EIR, their verbatim comments and the City of Manteca's response to each comment.

### **REQUIREMENTS OF THE EIR PROCESS**

#### **15080. General**

To the extent possible, the EIR process should be combined with the existing planning, review, and project approval process used by each public agency.

#### **General Plan/EIR Response:**

In accordance with Article 7, Section 15080 above, the City of Manteca General Plan revision process has addressed all the points required to be in an EIR. The General Plan Policy Document, the General Plan Background Report, and the Options Assessment Report, chronicles the general plan revision process. This EIR identifies where all required EIR subjects have been addressed in the various documents.

#### **15053. Early Public Consultation**

Prior to completing the draft EIR, the lead agency may also consult directly with any person or organization it believes will be concerned with the environmental effects of the project. Many public agencies have found that

early consultation solves many potential problems that would arise in more serious forms later in the review process. This early consultation may be called scoping. Scoping will be necessary when preparing an EIR/EIS jointly with a federal agency.

- (a) Scoping has been helpful to agencies in identifying the range of actions, alternatives, mitigation measures, and significant effects to be analyzed in depth in an EIR and in eliminating from detailed study issues found not to be important.
- (b) Scoping has been found to be an effective way to bring together and resolve the concerns of affected federal, state, and local agencies, the proponent of the action, and other interested persons including those who might not be in accord with the action on environmental grounds.
- (c) Where scoping is used, it should be combined to the extent possible with consultation under Section 15080.

**General Plan/EIR Response:**

Early consultation with the public has been an important characteristic of the planning and environmental impact assessment process in the Manteca General Plan revision. Specifically, the Community Concerns Summary, included as Appendix A in the Background Report, documents the early public concerns resulting from consultation at various meetings, and through surveys and interviews. These early contacts with the public and public agencies served an important scoping function for the preparation of both the General Plan and this Assessment Report (Final EIR).

In addition, a Notice of Intent, along with copies of the General Plan Background Report and Options Assessment Report were sent in October 1986 to the State Clearinghouse, to State agencies identified by the State Clearinghouse, and to affected local agencies.

**REQUIRED CONSIDERATIONS IN EIR PREPARATION**

**15140. Writing**

EIRs shall be written in plain language and may use appropriate graphics so that decision-makers and the public can rapidly understand the documents.

**General Plan/EIR Response:**

A conscious and concerted effort has been made by Mintier & Associates and by their associated consultants to be certain that both the General Plan and this Assessment Report are readable by the general public; technical language has been kept to a minimum.

**15141. Page Limits**

The text of draft EIRs should normally be less than 150 pages and for proposals of unusual scope or complexity should normally less than 300 pages.

#### **General Plan/EIR Response:**

While the General Plan Background Report is over 300 pages in length, this Assessment Report is well within the normal page length.

#### **15142. Interdisciplinary Approach**

An EIR shall be prepared using a systematic, interdisciplinary approach which will ensure the integrated use of the natural and social sciences and the consideration of qualitative as well as quantitative factors. The interdisciplinary analysis shall be conducted by competent individuals, but no single discipline shall be designated or required to undertake this evaluation.

#### **General Plan/EIR Response:**

Both the General Plan and the Assessment Report have been prepared using a systematic, interdisciplinary approach, drawing on a wide range of expertise. Both qualitative and quantitative factors have received careful treatment in the determination of environmental effects.

#### **15143. Emphasis**

The EIR shall focus on the significant effects on the environment. The significant effects should be discussed with emphasis in proportion to their severity and probability of occurrence. Effects dismissed in an Initial Study as clearly insignificant and unlikely to occur need not be discussed further in the EIR unless the Lead Agency subsequently receives information inconsistent with the finding in the Initial Study. A copy of the Initial Study shall be attached to the EIR to provide the basis for limiting the impacts discussed.

#### **General Plan/EIR Response:**

No initial study was prepared for the General Plan.

#### **15144. Forecasting**

Drafting an EIR necessarily involves some degree of forecasting. While forecasting the unforeseeable is not possible, an agency must use its best efforts to find out and disclose all that it reasonably can.

#### **General Plan/EIR Response:**

Per the above guideline, the Consultant Team has concentrated on making reasonable forecasts of all factors necessary to prepare a comprehensive, realistic, and responsive General Plan and Assessment Report (Draft and Final EIR).

#### **15145. Speculation**

If, after thorough investigation, a Lead Agency finds that a particular impact is too speculative for evaluation, the Agency should note its conclusion and terminate discussion of the impact.

#### **General Plan/EIR Response:**

Where analysis and assessment became too speculative, such discussions were terminated and the best possible conclusions set forth.

#### **15146. Degree of Specificity**

The degree of specificity required in an EIR will correspond to the degree of specificity involved in the underlying activity which is described in the EIR.

- (a) An EIR on a construction project will necessarily be more detailed in the specific effects of the project than will an EIR on the adoption of a local general plan or comprehensive zoning ordinance because the effects of the construction can be predicted with greater accuracy.
- (b) An EIR on a project such as the adoption or amendment of a comprehensive zoning ordinance or a local general plan should focus on the secondary effects that can be expected to follow from the adoption, or Amendment, but the EIR need not be as detailed as an EIR on the specific construction projects that might follow.

#### **General Plan/EIR Response:**

As noted in the introduction to this subsection, the general nature of the general plan precludes realizing a high level of specificity. The level of environmental assessment is, however, appropriate to a general plan. The environmental impacts of all major development projects proposed for the City of Manteca will, however, be addressed in much greater detail through the environmental review of such projects, as required by CEQA.

#### **15147. Technical Detail**

The information contained in an EIR shall include summarized technical data, maps, plot plans, diagrams, and similar relevant information sufficient to permit full assessment of significant environmental impacts by reviewing agencies and members of the public. Placement of highly technical and specialized analysis and data in the body of an EIR should be avoided through inclusion of supporting information and analyses as appendices to the main body of the EIR. Appendices to the EIR may be prepared in volumes separate from the basic EIR document, but shall be available for public examination and shall be submitted to all clearing houses which assist in public review.

#### **General Plan/EIR Response:**

Technical detail appropriate to the subject matter is largely contained the Background Report. Other technical data is summarized in the Options Assessment Report and this Assessment Report to facilitate review and full assessment by reviewing agencies and the public.

## **15148. Citation**

Preparation of EIRs is dependent upon information from many sources, including the engineering project reports and many scientific documents relating to environmental features. These documents should be cited, but not included in the EIR. The EIR shall cite all documents used in its preparation including where possible, the page and section number of any technical reports which were used as the basis for any statements in the EIR.

### **General Plan/EIR Response:**

All references used in the preparation of this Assessment Report (Draft and Final EIR) are identified in the General Plan Background Report.

All data sources are cited specifically in such documents.

## **15149. Use of Registered Professional in Preparing EIRs**

- (a) A number of statutes provide that certain professional services can be provided to the public only by individuals who have been registered by a registration board established under California law. Such statutory restrictions apply to a number of professions including but not limited to engineering, land surveying, forestry, geology, and geophysics.
- (b) In its intended usage, an EIR is not a technical document that can be prepared only by a registered professional. The EIR serves as a public disclosure document explaining the effects of the proposed project on the environment, alternative to the project, and ways to minimize adverse effects and to increase beneficial effects. As a result of information in the EIR, the lead agency should establish requirements or conditions on project design, construction, or operation in order to protect or enhance the environment. State statutes may provide that only registered professionals can prepare technical studies which will be used in or which control the detailed design, construction, or operation of the proposed project and which will be prepared in support of an EIR.

### **General Plan/EIR Response:**

- (a) Where State law so requires, specific services have been provided by registered professionals.
- (b) All work completed on the General Plan and the Assessment Report (Draft and Final EIR) has been conducted by individuals with relevant professional backgrounds and experience.

## **15150. Incorporation by Reference**

- (a) An EIR or negative declaration may incorporate by reference all or portions of another document which is a matter of public record or is generally available to the public. Where all or part of another document is incorporated by reference, the incorporated language shall be considered to be set forth infill as part of the text of the EIR or negative declaration.

- (b) Where part of another document is incorporated by reference, such other document shall be made available to the public for inspection at a public place or public building. The EIR or negative declaration shall state where the incorporated documents will be available for inspection. At a minimum, the incorporated documents shall be available to the public in an office of the lead agency in the city where the project would be carried out or in one or more public buildings such as city offices or public libraries if the lead agency does not have an office in the city.
- (c) Where an agency incorporates information by reference, the incorporated part of the referenced document shall be briefly summarized where possible or briefly described if the data or information cannot be summarized. The relationship between the incorporated part of the referenced document and the EIR shall be described.
- (d) Where an agency incorporates information from an EIR that has previously been reviewed through the state review system, the state identification number of the incorporated document should be included in the summary of designation described in Subsection (c).

**General Plan/EIR Response:**

- (a) The Table of Contents in this appendix (pp. A-1 to A-4) lists the various documents incorporated by reference.
- (b) All documents incorporated by reference are on file at the City of Manteca Planning Department, at City Hall, and are available for review at the Manteca Library.

**15151. Standards of Adequacy of an EIR**

An EIR should be prepared with a sufficient degree of analysis to provide decision-makers with information which enables them to make a decision which intelligently takes account of environmental consequences. An evaluation of the environmental effects of a proposed project need not be exhaustive, but the sufficiency of an EIR is to be reviewed in the light of what is reasonably feasible. Disagreement among experts does make an EIR inadequate, but the EIR should summarize the main points of disagreement among the experts. The courts have looked not for perfection, but for adequacy, completeness, and a good faith effort at full disclosure.

**General Plan/EIR Response:**

The various reports prepared throughout the general plan process (including this EIR) have had as their primary goal providing decision-makers with information that enables them to make informed decisions with respect to environmental impacts of the various plan and policy options considered. Every effort has been made to present decision-makers and the public with adequate, complete, and accurate information.

## APPENDIX B

### OPTIONS ASSESSMENT REPORT CHAPTER 8

#### ECONOMIC DEVELOPMENT AND IMPACTS

#### MARKET POTENTIAL FOR URBAN LAND DEVELOPMENT

#### INTRODUCTION

The four land use options developed for the Manteca General Plan revision designate various amounts of land for residential, commercial, and industrial development. The absorption of the designated lands and the rate of development, however, will depend on the future demand for residential, commercial, and industrial space in Manteca.

The following analysis projects demand for residential, commercial, and industrial development in Manteca over the 20-year time frame for the General Plan update. The projected demand for development is compared to the potential supply of land under each land use option to evaluate future market conditions of each option. Information developed for the General Plan Background Report (Mintier Harnish & Associates, 1986) is used as background for the analysis.

#### RESIDENTIAL DEVELOPMENT

##### Market Area

The market area for housing includes Manteca and the unincorporated area immediately surrounding Manteca, which corresponds to the General Plan Study Area designated for the options assessment analysis. Nearby communities, such as Stockton, Modesto, Ripon, Tracy, and Lathrop, offer competing housing and land for potential residents and developers; however, jurisdictional boundaries and community characteristics set Manteca apart as a housing market.

##### Demand for Housing

The demand for new housing is primarily generated by population growth. Manteca's population has grown substantially since 1970, increasing from 13,824 in 1970 to an estimated 32,545 as of the beginning of 1985 (U.S. Bureau of the Census; California Department of Finance). Manteca's population increased at an average annual rate of 9.0 percent over this period. In comparison, San Joaquin County's population increased at an average annual rate of 2.7 percent between 1970 and 1985. From 1980 to 1985, Manteca's population increased at an average annual rate of 6.1 percent, while San Joaquin County's population increased at an average annual rate of 3.5 percent.

The market area currently has an estimated population of 38,391. This estimate includes 35,437 persons residing in incorporated Manteca (Department of Finance, 1986), and an estimated 2,954 persons residing in new or under-construction subdivisions and in unincorporated pockets and fringe areas immediately surrounding Manteca (Mintier Harnish & Associates, 1986).

Housing demand in the market area through the year 2005 can be projected using population projections. The San Joaquin County Council of Governments (1986) projects Manteca's population to increase to 63,000 by 2000, and to 80,000 by 2010. Interpolating from these two projections yields a population projection for the year 2005 of 71,500.

Other population projections can be made using historical trendlines. Based on Manteca's average annual rate of population increase of 9 percent between 1970 and 1985, Manteca's population in the market area would reach a projected 91,125 by 2005. Manteca's average annual rate of increase, however, was 6.1 percent from 1980 to 1985. Based on this growth rate, Manteca's population would reach 72,250 by 2005. These three population projections indicate that Manteca's population will likely range from 70,000 to 90,000 persons by the year 2005. This range indicates a population increase of between 37,500 and 57,500 persons by 2005.

The average population per household in Manteca is currently estimated to be 2.988 (California Department of Finance 1986). Based on this household size, demand for an additional 12,550 to 19,230 housing units will occur in the market area by the year 2005.

### Options Assessment

#### Option 1

This option reflects the existing General Plan. It would designate primarily low density residential development west to Airport Road and northeast of Highway 99. Development south of the 120 Bypass would include very low density and low density residential.

Option 1 would provide a maximum of 14,172 dwelling units, with 10,859 of the units on land designated for low density residential development (see Table 51). The 14,172 units provided by this option would fall in the lower half of the projected demand for 12,550 to 19,230 units by 2005. Based on this projected range of demand, the residential units provided by this option should be absorbed by the year 2005.

#### Option 2

This option reflects an emphasis on growth in the south and southwest areas of Manteca. This option would provide a maximum of 20,245 dwelling units, with 1,611 units on land designated for very low density residential development, 15,037 units designated for low density residential development, 1,370 units designated for medium density residential development, and 2,227 units designated for high density residential development (see Table 51).

The dwelling units provided by this option would be slightly higher than the projected upper bound of 19,230 units demanded by 2005. Manteca's population growth rate between 1986 and 2005 would have to approximate the 9 percent average annual growth rate in Manteca between 1970 and 1985 to absorb the 20,245 dwelling units provided by this option by 2005. Based on a 9 percent average annual population growth rate, these units would be absorbed near the year 2006. If, however, Manteca's 20-year population growth approximates the 6.1 percent growth rate experienced between 1980 and 1985, the residential development designated by this option will not be absorbed until around the year 2015.

TABLE 51  
RESIDENTIAL LAND USE OPTIONS

Designation	Factor Gross Acre	Option 1		Option 2		Option 3		Option 4	
		Acreage <sup>1</sup>	Dwelling Units						
Very Low Density	2.0	380.0	760	805.6	1,611	1,221.7	2,443	810.6	1,621
Low Density	5.0	2,179.9	10,859	3,007.4	15,037	3,031.2	15,156	2,448.8	12,244
Medium Density	9.0	128.7	1,158	152.3	1,370	341.1	3,069	93.4	840
High Density	17.0	82.1	1,395	131.0	2,227	70.8	1,203	182.0	3,094
Total		2,762.7	14,172	4,096.3	20,245	4,664.8	21,871	3,534.8	17,799

<sup>1</sup>Vacant and underutilized acreage

Source: Mintier Harnish & Associates, 1986

### **Option 3**

This option reflects concentric residential growth around the existing city, and would provide the most housing units of the four options. This option would provide a maximum of 21,871 dwelling units, with 15,156 units on land designated for low density residential development and 3,069 units on land designated for medium density development (see Table 51).

Similar to Land Use Option 2, the dwelling units provided by this option would be slightly higher than the upper bound of the demand projected for 2005. Based on the upper bound of 9 percent average annual population growth, the 21,871 units provided by this option would be absorbed near the year 2008. If Manteca's population grows at an average annual rate of 6.1 percent, the units would be absorbed near the year 2020.

### **Option 4**

This option would provide the highest density residential development of the four options. Of the maximum 17,799 dwelling units provided by this option, 3,094 units would be developed on land designated for high density residential development and 12,244 units would be provided on land designated for low density residential development (see Table 51).

The 17,799 units provided by this option would fall in the upper half of the projected range of demand for housing by 2005. Manteca's average annual population growth would need to approximate 8.2 percent for the housing provided by this option to be absorbed by 2005. If Manteca's population grows at an average annual rate of 6.1 percent, the units would be absorbed near the year 2013.

## **OFFICE PROFESSIONAL/COMMERCIAL DEVELOPMENT**

### Market Area

The market for office space primarily consists of a local-based market and a regional-based market. The local market consists of office space appropriate for office users providing medical, financial, and specialized professional services. The demand for these services is generated by the local population and, therefore, consists of Manteca and the nearby unincorporated area.

Regional-based office users generally include corporate or administrative headquarters of companies servicing large areas. Regional office users generally make locational decisions based on a number of factors, including space costs, workforce availability, proximity to transportation routes and services, and availability of other supporting services. A regional office market is generally defined by an urban area that can offer large amounts of office space and necessary supporting services. For this study, the market area for regional-based office users include Manteca, Stockton, and Lodi.

### Demand for Office Space

Manteca currently contains 22.5 acres of developed office space (Mintier Harnish & Associates, 1986). Based on a floor coverage factor of 35 percent, this development represents an estimated 343,035 square feet (sf) of office space. During the last five years, 113,500 square feet of office

TABLE 52  
COMMERCIAL LAND USE OPTIONS

Designation	Coverage Factor	Floor		Option 1		Option 2		Option 3		Option 4	
		Acreage <sup>1</sup>	Sq. Ft.	Acreage <sup>1</sup>	Sq. Ft.						
88	Office Professional Neighborhood -	35%	18.4	280,526	107.5	1,638,945	119.2	1,817,323	41.9	638,807	
	Community Commercial	30%	134.4	1,756,339	150.0	1,960,200	258.8	3,381,998	191.1	2,497,295	
	Business & Visitor Services	30%	219.8	2,872,346	410.6	5,365,721	490.5	6,409,854	262.8	3,434,270	
	General Commercial	30%	<u>22.1</u>	<u>288,803</u>	<u>61.9</u>	<u>808,909</u>	<u>12.2</u>	<u>159,430</u>	<u>12.2</u>	<u>159,429</u>	
	Total		394.7	5,198,014	730.0	9,773,775	880.7	11,768,605	508.0	6,729,801	

<sup>1</sup>Vacant and underutilized acreage

Source: Mintier Harnish & Associates, 1986

Population growth will increase the amount of retail and commercial space that Manteca can support in the future. Population projections and trends indicate that Manteca's population will increase by 37,500 to 57,500 persons by 2005. As previously discussed in this section, however, future population levels will be affected by the supply of housing provided by the land use options.

The residential units provided by Option 1 would limit additional population growth to a projected 42,345 by 2005. This growth would increase annual taxable retail sales by a projected \$245.8 million (in 1985 dollars), assuming per capita sales of \$5,805. This projection indicates that an additional 6 million square feet of local-serving retail and general commercial space could be supported by 2005.

The residential units provided by Option 2 could allow a population increase of 60,490; however, population projections indicate a maximum increase of 57,500 persons by 2005. Based on a population increase of 57,500, annual taxable retail sales would increase by a projected \$333.8 million (in 1985 dollars) by 2005. This projection indicates that an additional 8.1 million square feet of local-serving retail and general commercial space could be supported by 2005.

The residential units provided by Option 3 would allow a population increase of 65,350. Again, population projections indicate that the actual population increase would probably not exceed 57,500 by 2005, limiting the amount of supportable local-serving retail and general commercial space to 8.1 million square feet.

The residential units provided by Option 4 would limit additional population growth to a projected 53,180 by 2005. This growth would increase taxable retail sales by a projected \$308.7 million (in 1985 dollars) by 2005. This projection indicates than an additional 7.5 million square feet of local-serving retail and general commercial space could be supported by 2005.

The projected growth in retail sales is not likely to generate these amounts of new retail space, however, since much of the future sales growth could be absorbed by existing merchants of existing occupied space. The potential exists for higher sales volumes in existing occupied space, either as existing retailers attract more customers and improve their merchandising, or as more successful stores replace marginal businesses. As a result, the projections of supportable local-serving retail and general commercial space should be considered the upper limit of supportable space.

#### Regional Demand

Demand for regional retail space can be projected by evaluating future household expenditures on goods sold at stores typically located in regional shopping facilities. The market area for a regional shopping facility in Manteca would include an area at least 10 miles around Manteca. This area would probably extend further east and west because of the lack of regional shopping facilities in those areas. For this analysis, it is assumed that the market area includes Manteca, Escalon, Ripon, Tracy, and approximately one-quarter of the unincorporated area of San Joaquin County.

The 1985 population of the market area was estimated to be 95,755, representing 23.5 percent of San Joaquin County's population (California Department of Finance, 1986). San Joaquin County is projected to grow from 407,462 in 1985 to 551,000 in 2005 (California Department of Finance, 1983). Population in the market area could increase to 129,485 by 2005 assuming that the market area maintains its current share of countywide population growth. The number of households in the market area is estimated to be 46,915 in 2005 based on a projected average household size for the year 2005 of 2.76 in San Joaquin County (California Department of Finance, 1984).

Households in San Joaquin County had median income of \$16,071 in 1979 (U.S. Bureau of the Census, n.d.) median household income in San Joaquin County is estimated to have been \$24,000 in 1985, after adjusting for inflation since 1979.

A certain percentage of household income will be spent at stores located in a regional shopping facility, given the availability of such a facility in the market area. Stores locating at a regional facility typically include apparel stores, department stores, drug/variety stores, and many types of specialty stores; these stores are hereafter referred to as general merchandise stores. General merchandise stores typically account for 87 percent of total space in regional centers (Urban Land Institute in Recht Haurath, 1985).

A recent study of a market area that includes Placer County and a small portion of Sacramento County concluded that approximately 17.5 percent of median household income is spent in general merchandise stores (Recht Haurath & Associates, 1985). Using this percentage for San Joaquin County, median household expenditures in general merchandise stores are estimated at \$4,200 in 1985. The same market study concluded that regional facilities capture about 49 percent of total expenditures in general merchandise stores, given the availability of a strong regional facility in the market area.

Market area households would generate projected sales in general merchandise stores of \$197 million in the year 2005. Potential projected sales for general merchandise stores located in regional shopping centers would be approximately \$96.5 million in 2005. The Urban Land Institute (in Recht Haurath, 1985) estimates average sales per square foot of \$135 for general merchandise stores. The market area could, therefore, support a projected 715,000 square feet of general merchandise floor space in a regional shopping facility in the year 2005. In addition, an additional 107,000 square feet of regional space could likely be supported since general merchandise stores typically account for only 87 percent of space in regional facilities. The market area in the year 2005 could potentially support a projected total of 822,000 square feet of regional shopping space.

This projected total of supportable regional shopping space should be considered a maximum for the Manteca market area. A regional mall located in Manteca is not likely to capture the amount of expenditures necessary to support this space because of market leakage and potential competition. The commuting characteristics of the residents of San Joaquin County would likely lead to significant expenditures in regional facilities located in Stockton, Sacramento, Concord, and the East Bay area. The demand for regional shopping within the market area could also lead to the development

of regional space elsewhere in the market area that would compete with a facility in Manteca. A more reasonable projection of supportable regional commercial space would probably be near 500,000 square feet by the year 2005.

### Options Assessment

The preceding projections indicate a range of demand between 6.0 and 8.1 million square feet of neighborhood, community, and general commercial space, and a demand for approximately 500,000 square feet of development of regional retail space in Manteca by the year 2005. The development of regional shopping space in Manteca will likely reduce the demand for neighborhood-community space since regional stores will compete with some stores locating in neighborhood and community centers. To adjust for this effect, the demand projections for neighborhood, community, and general commercial space are reduced by 500,000 square feet. The actual reduction in demand would probably be less.

Manteca currently has 97.4 acres of developed land in highway zones representing an estimated 1,273,000 square feet of space, assuming a floor coverage factor of 30 percent (Mintier Harnish & Associates, 1986a).

The future market for visitor services and other regional retail goods, such as automobile sales, is not estimated based on future demand conditions but is approximated based on the current relationship of existing highway development to total retail and general commercial development. This relationship is used to assess the adequacy of land designated for business and visitor services development. The current ratio is estimated at one square foot of highway commercial space per every 3.62 square feet of neighborhood, community, and general commercial space. Based on a projected minimum demand for 6 million square feet of neighborhood, community, and general commercial space, a projected 1.7 million square feet of highway-related space would be demanded at buildout.

#### Option 1

This option would provide approximately 2,045,000 of neighborhood, community, and general commercial space and 2,872,000 square feet of business and visitor service space (see Table 52). The business and visitor services land use designation is assumed to include land designated for regional retail development, as well as hotel, motel, restaurant, and other highway commercial developments.

The land designated by this option for neighborhood, community, and general commercial development would satisfy only 37 percent of the projected demand for 5.5 million square feet of space in these commercial categories. The amount of land designed for these types of commercial development appears inadequate.

Estimated space provided in the business and visitor services land use category would easily absorb the projected demand for regional retail development, leaving an estimated 2,300,000 square feet for other types of uses. The likely uses of land designated for business and visitor services development include hotels and motels, restaurants, new and used automobile sales, gas stations, and other similar retail businesses. The demand for

these businesses and services will come partially from residents of Manteca, partially from the regional population using Highway 99 and the 120 Bypass, and partially from the local-based industrial and business sector (especially for hotel and restaurant facilities).

The demand for visitor services space is projected to be 1.7 million square feet. To absorb the remaining 600,000 square feet of business and visitor services space, Manteca would have to increase its share of the regional business and visitor services market.

Some of the excess business and visitor service lands, however, could be absorbed by redesignating land proposed for business and visitor service use to neighborhood, community, and general commercial use. It appears that considerable overlap exists in allowable uses between the two commercial categories. Total projected demand in all commercial retail categories is approximately 7.7 million square feet of space. Option 1 would provide a total of approximately 4.9 million square feet of commercial retail space. The total supply of retail commercial land provided by this option would not be adequate to meet the total projected demand for retail commercial land.

#### Option 2

This option would provide approximately 2,769,000 square feet of neighborhood, community, and general commercial space and 5,366,000 square feet of business and visitor services space (see Table 52).

The land designated by Option 2 for neighborhood, community, and general commercial development would satisfy 36 percent of the projected demand for 7.6 million square feet of space in these commercial categories. The amount of land designated for these types of commercial developments appears inadequate.

The land designated for business and visitor services development would absorb the projected demand for 500,000 square feet of regional retail space, leaving an estimated supply of 4,866,000 square feet for other types of uses. The demand for visitor-related services is projected to be 1.7 million square feet. To absorb the remaining 3,166,000 square feet of business and visitor space would require significant regional-serving development. This amount of development is not probable.

Some of the excess business and visitor services land, however, could be absorbed by redesignating lands proposed for business and visitor service use to neighborhood, community, and general commercial use. Total projected demand in all commercial retail categories is for 9.8 million square feet of space. Option 2 would provide a total supply of 8.1 million square feet of general commercial and retail space. The total supply of general and retail commercial land provided by this option would satisfy 83 percent of the projected total demand for retail commercial land.

#### Option 3

This option would provide approximately 3,541,000 square feet of neighborhood, community, and general commercial space and 6,410,000 square feet of business and visitor services space (see Table 52).

The land designated by Option 3 for neighborhood, community, and general commercial development would satisfy 47 percent of the projected demand for 7.6 million square feet of space in these commercial categories. The amount of land designated for these types of commercial development appears to be inadequate.

The land designated for business and visitor services development would absorb the projected demand for 500,000 square feet of regional retail space, leaving an estimated 5,910,000 square feet for other types of uses. The demand for visitor-related services is projected to be 1.7 million square feet. To absorb the remaining 4,210,000 square feet of business and visitor space would require significant regional-serving development. This amount of development is not probable.

Some of the excess business and visitor services land, however, could be absorbed by redesignating lands proposed for business and visitor service use to neighborhood, community, and general commercial use. Total projected demand in all commercial retail categories is for 9.8 million square feet of space. Option 3 would provide a total of 9.9 million square feet of commercial retail space. The total supply of retail commercial land provided by this option would satisfy all of the projected total demand for retail commercial land, leaving an additional 100,000 square feet of space for other regional serving developments.

#### Option 4

This option would provide approximately 2,657,000 square feet of neighborhood, community, and general commercial space and 3,434,000 square feet of business and visitor services space (see Table 52).

The land designated by Option 4 for neighborhood, community, and general commercial development would satisfy 38 percent of the projected demand for 7.0 million square feet of space in these commercial categories. The amount of land designated for these types of commercial development appears inadequate.

The land designated for business and visitor services development would absorb the projected demand for 500,000 square feet of regional retail space, leaving an estimated 2,934,000 square feet for other types of uses. The demand for visitor services space is projected to be 1.7 million square feet. To absorb the remaining 1,234,000 square feet of business and visitor services space, Manteca would have to increase its share of the regional business and visitor services market. Based on expected residential and industrial growth in the market area, the absorption of this amount of space by 2005 appears supportable.

The excess business and visitor services land also could be absorbed by redesignating lands proposed for business and visitor service use to neighborhood, community, and general commercial development. Total projected demand in all commercial retail categories is for 9.2 million square feet of space. Option 4 would provide a total of 6.1 million square feet of commercial retail space. The total supply of retail commercial land provided by this option would not be adequate to meet the total projected demand for retail commercial land.

## INDUSTRIAL DEVELOPMENT

### Market Area

The characteristics that define a market for light industrial development are similar to those defining a market for regional office development. The decision to locate a light industrial firm in a particular area is based on the cost of land and floor space, the availability of an adequate supply of labor, the proximity to transportation routes and facilities, and the availability of supporting services and supplies. A light industrial firm specializing in high-tech activities also considers the availability of a source of low cost, reliable energy a high priority.

Markets for light industrial development are generally geographically defined and include a major urban center. Examples of market areas for light industrial activity include the Santa Clara Valley, San Francisco Bay, and Sacramento. The Stockton urban area defines a light industrial market area that includes Manteca. For this analysis the market area will include San Joaquin County.

The market area for heavy industrial development is defined by similar characteristics; however, the location of a heavy industrial firm is often dependent on the location of a fixed, physical natural resource. For this analysis, the market area for heavy industrial development will be the same as for light industrial development.

### Demand for Industrial Space

Manteca currently contains 106.9 acres of developed industrial park land. Use restrictions on lands zoned for industrial park development generally allow only light industrial activities. The existing developed industrial park land represents an estimated 1,863,000 square feet of space based on a floor coverage factor of 40 percent (Mintier Harnish & Associates, 1986a).

Manteca also contains 78.6 acres of developed land zoned for manufacturing activities. Lands zones for manufacturing generally allow heavy industrial activity. The existing developed manufacturing land represents an estimated 1,027,000 square feet of space based on a floor coverage factor of 30 percent (Mintier Harnish & Associates, 1986a).

Approximately 10,280,000 square feet of industrial space was developed in San Joaquin County between 1975 and 1985, excluding projects of less than 5,000 square feet (San Joaquin County Economic Development Association, 1986). Average annual industrial development has been approximately 934,500 square feet over this period.

Industrial development in Manteca has accounted for 1,140,000 square feet, or 11.1 percent, of the development in San Joaquin County from 1975 through 1985. Most of Manteca's recent industrial development has occurred in its industrial park area in the southeastern part of the city between Moffat Boulevard and the 120 Bypass. Industry located in the industrial park is basically composed of light manufacturing and warehouse-type distribution facilities.

The future demand for industrial space in Manteca depends on Manteca's ability to compete for industry within the market area. As Manteca grows, the City will offer a larger labor force and a greater variety of supporting commercial and business services. This growth will increase Manteca's ability to attract industry. However, to gain a distinct competitive advantage in the market area, Manteca must offer industrial space that is relatively inexpensive. For Manteca to gain a greater share of the market for light industry, it must not only continue to make good industrial sites available, but must also offer significant financial incentives to developers and industrial firms.

For Manteca to maintain its reputation as a comfortable, residential community, the City must ensure that future industrial development be compatible with the residential and commercial uses of the City. Because Manteca will likely be selective about the type of permitted development, potential demand for industrial space in Manteca will be limited. The amount of industrial demand that Manteca can expect, especially with respect to competitive locations, is a major issue. Within the market area, Stockton, Lodi, and Tracy will continue to offer strong competition for warehousing, light manufacturing, and heavy manufacturing.

For this analysis, Manteca is assumed to maintain a market share similar to the 11 percent of industrial development that it has captured in the market area since 1975. With increased residential and business services growth, and financial incentives, Manteca may be able to increase its market share to approximately 20 percent.

The market area has averaged about 934,500 square feet of industrial development per year since 1975. The rate of development was higher during the past five years, averaging approximately 1,184,000 square feet per year (San Joaquin County Economic Development Association, 1986). The market area will probably be able to maintain an average annual rate of industrial development near 1,200,000 square feet through the year 2005. This rate of development indicates a demand for 24 million square feet of additional industrial space in the market area through the year 2005.

Manteca is projected to capture from 11 to 20 percent of total development in the market area. This market share indicates a demand for 2,640,000 to 4,800,000 square feet of additional industrial space in Manteca through the year 2005.

#### Options Assessment

##### Heavy Industrial

An estimated 12.3 acres of land are designated for heavy industrial development under all four land use options (see Table 53). This land could potentially provide approximately 160,700 square feet of heavy industrial floor space, assuming a floor coverage factor of 30 percent. This space represents approximately 15.5 percent of the estimated heavy industrial space currently existing in Manteca.

Manteca has excellent access to Highway 99 and Highway 120 truck routes and is reasonably close to Stockton's port facilities. Manteca is also located between agricultural production areas in the San Joaquin Valley and

TABLE 53  
INDUSTRIAL LAND USE OPTIONS

Designation	Floor Coverage Factor	Option 1		Option 2		Option 3 <sup>3</sup>		Option 4	
		Acreage	Sq. Ft.	Acreage	Sq. Ft.	Acreage	Sq. Ft.	Acreage	Sq. Ft.
Heavy Industrial	30%	12.3	160,736	12.3	160,736	12.3	160,736	12.3	160,736
Light Industrial	40%	552.5	9,626,760	340.7	5,936,357	291.3	5,075,611	371.9	6,479,986
Total		564.8	9,787,496	353.0	6,257,829	303.6	5,236,347	384.2	6,640,722

66 <sup>1</sup>Vacant and underutilized acreage

<sup>2</sup>Option 3 includes 1,024.7 acres (13,390,780 square feet) of land designated heavy industrial in reserve, and 643.9 acres (11,219,314 square feet) of land designated light industrial in reserve, in addition to acreage shown above.

Source: Mintier Harnish & Associates, 1986

consumers in the Sacramento and San Francisco areas. These factors make Manteca an excellent location for industrial firms associated with food processing. Based on these market factors, Manteca should be able to absorb the designated amount of heavy industrial land by 2005.

#### Light Industrial

Potential light industrial floor space provided by the four options is shown in Table 53. All four options are estimated to provide more space than the projected 2,640,000 to 4,800,000 square feet of demand for Manteca through 2005.

Option 1 would provide an estimated 9,600,000 square feet of light industrial space. This space is twice the maximum amount of light industrial space projected to be demanded in Manteca through 2005. Unless Manteca is able to significantly increase its market share, light industrial land designated by this option would probably not be absorbed until after the year 2025.

Options 2 and 4 would provide similar amounts of light industrial space. Option -2 would provide an estimated 5,900,000 square feet of space, and Option 4 would provide an estimated 6,500,000 square feet of space. The upper limit of demand projected by this analysis would absorb 81 percent of land designated by Option 2 and 74 percent of land designated under Option 4 by 2005. Light industrial lands designated by these options would probably not be absorbed until after the year 2010.

Option 3 would provide an estimated 5,000,000 square feet of light industrial space. The upper limit of demand projected by this analysis would absorb 95 percent of the land designated under Option 3 by 2005. If, however, Manteca does not increase its market share from its current level of 11 percent to 20 percent, only 53 percent of the designated land would be absorbed by 2005.

## APPENDIX C

### COMMENTS ON DRAFT EIR AND RESPONSE TO COMMENTS

Copies of the Draft Assessment Report (Draft EIR) along with copies of the Draft General Plan Policy Document and copies of the Draft General Plan Background Report were distributed for public review in September 1987.

A Notice of Completion and ten copies of the documents were sent to the State Clearinghouse. The Clearinghouse response form indicated the following fourteen state agencies received copies of the draft documents:

Resources Agency  
Department of Conservation  
Department of Fish and Game  
Department of Water Resources  
Department of Parks and Recreation/Office of Historic Preservation  
Native American Heritage Commission  
Air Resources Board  
Solid Waste Management Board  
Regional Water Quality Control Board (Region 5)  
Caltrans (District 10)  
Division of Aeronautics  
Department of Health Services  
Department of Food and Agriculture  
Public Utilities Commission

As part of the initial distribution, a Notice of Completion and copies of the documents were sent to the following federal and local agencies, organizations, and individuals:

San Joaquin County Planning Department  
San Joaquin County Public Works Department  
San Joaquin County Local Agency Formation Commission  
Manteca Unified School District  
South San Joaquin Irrigation District  
San Joaquin County Agricultural Commissioner  
San Joaquin County Council of Governments  
Lathrop County Water District  
Sharpe Army Depot  
San Joaquin County Housing Authority  
Manteca Chamber of Commerce  
San Joaquin Board of Realtors  
Sedway-Cooke Associates  
Manteca Builders Association  
RLC Associates  
Nolte and Associates  
Quartaroli and Associates  
Manteca Planning Commissioners  
Manteca City Council members  
Manteca City department heads .

Four copies of the documents were sent to the Manteca library for public review. In addition, copies of the documents were available for purchase at the Manteca Planning Department.

The 45-day mandatory review period for EIR review commenced on September 21, 1987 and closed on November 5, 1987.

In addition to extensive publicity provided by local newspapers, the meetings and hearings of the Planning Commission and City Council to review the Draft General Plan and Draft EIR were formally noticed in the Manteca Bulletin.

The Planning Commission conducted a formal, noticed public hearing on the Draft General Plan and Draft Assessment Report (Draft EIR) on September 29, 1987. The City Council conducted a formal, noticed public hearing on the Draft General Plan and Draft Assessment Report (Draft EIR) on January 25 and February 2, 1988. Comments were received at all three.

Copies of the letters received during the review process and minutes of the three public hearings are included at the back of this appendix. Many letters and comments received during the review process responded both to the Draft General Plan (Policy Document and Background Report) and the Draft Assessment Report (Draft EIR).

The following summarizes the substance of the comments received during the review process that directly or indirectly concerned the Draft EIR or the Draft General Plan Background Report and responds to each.

Dana Cowell, Chief, Transportation Planning Branch, California Department of Transportation, letter of November 3, 1987

The commentor makes seven points. First, the commentor questions the time frame for projected traffic in Figure 6 (page 30) of the Draft EIR and points out that, if the projections are for the year 2010, they vary substantially from Caltrans projections.

Second, the commentor suggests that the EIR should reflect the Caltrans six-lane concept for Route 99 south of the 120 Bypass and notes that traffic volumes shown in Figure 9 are almost one-half of what Caltrans is projecting for the year 2010 on Route 5.

Third (including Points 3, 4, and 5), the commentor describes the status of the proposed extension of Route 120 east of Route 99.

Fourth, the commentor recommends that the General Plan provide a strong commitment to the concept of developing arterial streets parallel to Route 120.

Fifth, the commentor recommends that the General Plan include provision for park-and-ride lots in areas adjacent to I-5 and Route 99, but especially for future high growth areas specified by the plan.

## **Response**

Concerning Point 1, the projections in Figure 6 represent traffic impacts associated with the Modified Buildout Scenario used in the Draft EIR. The projections are not time specific. The timing of full development of the Modified Buildout Scenario is questionable. The text of the traffic analysis discussion has been modified to acknowledge and clarify the differences between projections.

Concerning Point 2, the Draft and Final EIR acknowledge Caltrans' six-lane concept for Route 99 throughout the Manteca vicinity.

The projections in Figure 9 are based on expected impacts on I-5 associated with the Modified Buildout Scenario only. Cumulative traffic impacts on the freeway system are discussed in a subsequent section of the report.

Concerning Points 3, 4, and 5, the EIR and the General Plan Background Report have been revised to incorporate this discussion.

Concerning Points 3, 4, and 5, the EIR has been revised to incorporate this discussion.

Concerning Point 6, the General Plan Policy Document has been revised to include a new Policy III.A.18, which reads as follows: "The City shall promote the development of arterials parallel to the Route 120 By-pass."

Concerning Point 7, the General Plan Policy Document has been revised to include a new Policy III.A.19, which reads as follows: "The City shall promote the development of park-and-ride facilities near I-5, Route 120 By-pass, and Highway 99.

### **Martha Neuman, Research Assistant, California Department of Food and Agriculture, letter of November 2, 1987**

The commentor reiterates several of the findings concerning the conversion of agricultural lands to urban uses contained in the Draft EIR and "approves and supports" the policies in the Draft General Plan Policy Document which protect agricultural interests.

## **Response**

The policies concerning the protection of agricultural lands in the Final General Plan Policy Document remain virtually unchanged. No response is, therefore, necessary.

### **Larry Myers, Executive Secretary, California Native American Heritage Commission, letter of October 2, 1987**

The commentor compliments and supports the policies in the Draft General Plan Policy Document concerning protection of archaeological resources.

## **Response**

The policies mentioned by the commentor remain unchanged in the Final General Plan Policy Document. No response is, therefore, necessary.

Sandy Hesnard, Environmental Planner, California Department of Transportation, Division of Aeronautics, letter of November 4, 1987

The commentor points out that pursuant to California Education Code Section 39005 a lead agency (the Manteca Unified School District) must submit written notification to the State Department of Education before acquiring title to property for a new school site or for an addition to a present site within two miles of an airport/heliport boundary.

The commentor also points out that the proposed St. Joseph's (St. Dominic's) Hospital heliport should be taken into consideration in the development of the General Plan policies and goals.

**Response**

Since the Manteca Unified School District, not the City of Manteca, would be the lead agency for any school site acquisition, no response to this point is deemed necessary.

A helistop, not a heliport, is being considered at St. Dominic's Hospital. Such facilities are subject to use permit control by the City. A separate environmental document would be required for any such use permit application. The City has determined that the possible impacts of such a proposed helistop should be addressed at the use permit stage.

R.L. Palmquist, Environmental Coordinator, San Joaquin County Public Works Department, letter of November 2, 1987

The commentor states that Draft General Policies IV.A.3 and IV.B.2 (prohibiting extension of City water and sewer services to areas outside the city limits, except in extraordinary circumstances) will have an impact on the feasibility of future development in the unincorporated area within the Manteca General Plan Boundary.

The commentor points out that the Foothill landfill has an estimate 50-year site life as noted on page 184 of the Draft Background Report, which is not consistent with the information contained in the Draft Assessment Report (Draft EIR).

The commentor notes that on Page 184 the solid waste generation rate should be .25 cubic yards per cubic yards per person per month instead of per person per day.

**Response**

Concerning the first point, it is the City's intention as expressed in Policy I.A.3 "that all lands within the Primary and Secondary Urban Service Boundary lines to be ultimately developed to urban standards be developed under the jurisdiction of the City of Manteca and that, pending annexation to the City, all such lands should remain in agricultural, open-space, or other low intensity uses." It follows, therefore, that the City would not want to extend City water or service to areas outside the city limits, except in extraordinary circumstances. This policy notwithstanding, the City has an existing commitment to share a part of its Phase II sewer plant expansion capacity with the community of Lathrop.

The Assessment Report was corrected per the second comment to be consistent with the Background Report.

The Background Report was corrected per the third comment.

Peggy Keranen, Senior Planner, San Joaquin County Planning Department,  
letter of November 13, 1987

The commentor raises a number of points concerning the Draft General Plan Policy Document. Several of these points relate indirectly to the Draft EIR. First, the commentor says the term "Residential Reserve" used as a land use category is confusing and recommends that area so designated might more appropriately be identified as Urban Reserve.

Second, the commentor questions the designation of areas north of State Route 120 as Commercial Recreation.

Third, the commentor recommends that the need for six lanes on Airport Way, Lathrop Road, and Woodward Road be considered and suggests that the San Joaquin County Council of Governments transportation model be used in the analysis of the adequacy of the planned roadway system.

Fourth, the commentor suggests that designated community of Lathrop should not be split by Manteca's Secondary Urban Service Boundary. If Manteca proposes to annex this area, the commentor suggests that the entire community of Lathrop be considered for annexation.

Fifth, the commentor notes that the City of Manteca does not have regulatory control over area along the Woodward Road currently used for sand and gravel operations.

The commentor also makes a number of points concerning the Draft General Plan Background Report. First, the commentor recommends that commercial areas should be added to Figure I-7 along 7th Street, on Louise Avenue at 7th, and on Cambridge at Louise.

Second, the commentor notes that the County amended its land use/circulation element in May 1987 to include public services policies which will affect the Manteca and Lathrop areas (revisions were attached).

Third, the commentor noted the need for corrections to the description of the County's flood management program (revisions were attached).

#### **Response**

Concerning the comments regarding the Draft General Plan Policy Document, the following responses are offered. Concerning Point 1, it is acknowledged that the Residential Reserve category area may actually develop with a mixture of uses. The exact mix and location of land uses would be determined by a general plan amendment at the time the area is included in the Primary Urban Service Boundary. The description of the Residential Reserve category has been revised to indicate these are planned "primarily" for residential uses.

Concerning Point 2, the Commercial Recreation Reserve designation north of State Route 120 has been replaced in the Final General Plan with the Light Industrial Reserve designation.

Concerning Point 3, the projected lane requirements for Airport Way, Lathrop Road, and Woodward Road have been determined in the EIR's traffic analysis. The number of lanes required are based on traffic volume projections of the comprehensive, detailed traffic model prepared for the General Plan. The results indicate the following:

- o Airport Way should be six lanes for most of its length (except north of Louise Road)
- o Lathrop Road should be four lanes west of Union Road and should be six lanes east of Union Road
- o Woodward Road should be four lanes from Airport Way to east of Main Street

The use of COG's model is deemed unnecessary to validate the findings of this analysis, because the model used with the General Plan is sufficiently detailed and well enough calibrated to serve the needs of the General Plan analysis. The County and COG may well wish to update their models to include the City's land use policies, and to test the adequacy of roadways which connect to the planning area in light of these land use policies and other future growth components outside of the Manteca planning area.

Concerning Point 4, the opinion of the commentor concerning the overlap of Manteca's Secondary Urban Service Board with the County's designation of the Lathrop Urban Center is acknowledged. However, the City believes there are sound policy and land use reasons supporting its designation in this area. The future incorporation of Lathrop is currently being considered. The outcome of the current effort will not be known for some time. In the meantime, representatives of the City of Manteca and the community of Lathrop have begun joint discussions of issues of mutual interest in this area.

Concerning Point 5, the referenced policy has been revised to reflect the fact that Manteca does not presently control land use in this area.

Concerning the comments regarding the Draft General Plan Background Report, the following responses are offered.

Concerning Point 1, Figure I-7 has not been revised, since this information was taken from a 1983 San Joaquin County document.

Concerning Point 2, no changes to any of the documents are deemed necessary. However, the City has taken note of the information.

Concerning Point 3, the Background Report text has been revised to reflect the submitted information.

Gerald F. Scott, Executive Officer, San Joaquin County Local Agency Formation Commission, letter of November 5, 1987

The commentor had three substantive comments (comments 2, 3, and 4) concerning the Draft General Plan Background Report and Draft Assessment Report. In Point 2, the commentor notes the possible confusion between the use of the terms Primary and Secondary Urban Service Boundary in the Manteca General Plan and the reference to "urban service area" in connection with State Statutes relating to local agency formation commissions (Government Code Section 56080).

In Point 3, the commentor notes that the study area for the Draft EIR is limited to the Primary Urban Service Boundary and does not address in any detail the impacts of eventual development within the Secondary Urban Service Boundary. The commentor concludes, therefore, that it appears that the EIR would not be adequate to support a Sphere of Influence for Manteca which extends beyond the Primary Urban Service Boundary.

In Point 4, the commentor suggests that the EIR should provide a map of Prime Agricultural Land (Class I and II) to show where development is to be delayed per the recommendation of the General Plan Policy Document.

**Response**

Concerning Point 2, the possible confusion in some people's minds between the terms is acknowledged, but as a practical matter is not expected to be a problem. The Primary and Secondary Urban Service Boundaries as these terms are used in the Manteca General Plan have a clear policy purpose.

Concerning Point 3, the City acknowledges, but does not necessarily concur, in the opinion of LAFCO's Executive Director. This question needs to be discussed in more detail with LAFCO at the point the City of Manteca submits a formal request for a new Sphere of Influence.

Concerning Point 4, the General Plan Policy Document includes the following policies concerning the impact of urban development on agricultural lands:

- I.F.1. The City shall discourage the premature conversion of agricultural lands to urban uses. The City shall promote the continuation of agricultural uses on lands within the Primary and Secondary Urban Service Boundary lines pending their development.
- VI.B.1. The City shall support the continuation of agricultural uses on lands designated for urban uses until urban development is imminent.
- VI.B.2. The City shall discourage the cancellation of Williamson Act contracts within the Primary Urban Service Boundary line until it is demonstrated that the lands with such contracts will be needed for urban development in the immediate future.
- VI.B.3. The City shall endeavor to ensure, in approving urban development near existing agricultural lands, that such development will not unnecessarily constrain agricultural practices or adversely affect the economic viability of nearby agricultural operations.

The City believes that it is impractical and unnecessary to include in the EIR a map of Prime Agricultural Land to show where development is to be delayed, since the General Plan contains no policies concerning the specific geographic sequence of development.

Roy Casteel, District General Manager, Lathrop County Water District, letter of November 3, 1987

The commentor points out that Figure I-8 in the Draft General Plan Background Report does not accurately show the Sphere of Influence boundary for the Lathrop County Water District.

The commentor also recommends that the last sentence of item IV.B.2 on page 44 of the Draft Assessment Report be rewritten.

**Response**

Figure I-8 in the General Plan Background Report has been corrected in response to this comment.

The last sentence of item IV.B.2 on page 44 is part of a policy taken from the Draft General Plan Policy Document. On advice of the City Attorney, the last sentence in this policy has been deleted entirely as unnecessary.

Mary Meninga, Manteca Rural Committee, letter of October 13, 1987

The commentor reminds the Planning Commission that in October 1986, the Manteca Rural Committee petitioned the City Council and Planning Commission to remove their property and the remaining G.A. 40 adjacent property from the City of Manteca's Sphere of Influence and Primary Urban Service Boundary. The commentor says in the opinion of the Manteca Rural Committee that none of the Draft General Plan documents adequately reflect their requests and concerns. The commentor also says that the Draft General Plan proposal to widen Lathrop Road and Airport Way to four to six lanes is in the opinion of the Committee "a grave mistake" and "detrimental to both our (their) property value and safety."

**Response**

These comments are concerned more with the proposed policies and proposals of the Draft General Plan than the adequacy of the Draft EIR.

The issue of Lathrop Road is discussed in more detail in a January 30, 1988, letter from Janet K. Gladfelter, representing the Manteca Rural Committee. A summary of these comments and the response follows.

Janet K. Gladfelter, Attorney for Mary Meninga and the Manteca Rural Committee, letter of January 30, 1988

This letter was received after the close of the Draft EIR review period. In the letter the commentor expresses concern for the traffic impacts on Lathrop Road resulting from projected development under the Draft General Plan and from currently pending projects.

The commentor, on behalf of the Manteca Rural Committee, urges the City Council to revise the General Plan to reroute Lathrop Road to the north of the existing alignment between Airport Way and Highway 99.

#### **Response**

On February 9, 1988, David Jinkens, City Manager of the City of Manteca, responded directly to Janet Gladfelter's letter. A copy of his letter is included following Ms. Gladfelter's letter.

In his February 11, 1988, Management Report to the City Council, the City Manager provided a status report on the various Lathrop Road issues. A copy of this report is also included following Ms. Gladfelter's letter.

In adopting the General Plan Policy Document, the City Council added the following policy:

III.A.20 The City shall undertake a feasibility study to establish an alternative future alignment for a portion of Lathrop Road.

#### **Robert Lundblom, September 19, 1987, Planning Commission Public Hearing**

The commentor expresses concern about the impacts of the 60 acres of heavy industrial development designated in the Draft General Plan Policy Document (Land Use Diagram 1) for the area north of Woodward Road and east of South Main Street. He is particularly concerned about the incompatibility of heavy industrial development with adjacent land uses and about aesthetic impacts.

#### **Response**

The Final General Plan Policy Document (Land Use Diagram 1) has been revised to replace the heavy industrial designation with a light industrial designation.

The commentor is obviously concerned about the impacts of a specific project (i.e., the Yellow Freight Motor Terminal Project) being considered by the City of Manteca at the same time the Draft General Plan and EIR are being reviewed. This project is the subject of a separate EIR issued in draft form December 21, 1987.

Given the redesignation of the subject property from heavy industrial to light industrial, and given that the comment concerns a specific project which is not a part of the General Plan for which a separate EIR has been prepared, it is deemed unnecessary to revise the General Plan EIR in response to this comment.

#### **Richard Jones, September 29, 1987, Planning Commission Public Hearing**

The commentor questions the appropriateness of the City designating a 60-acre area north of Woodward Avenue and east of South Main Street for heavy industrial use. The commentor points out that the Draft General Plan EIR fails to address "this project in detail." The commentor also questions the appropriateness and adequacy of the 200-foot strip of commercial designation around the heavy industrial site.

## **Response**

As in previous comment, the commentor is obviously primarily concerned about the impacts of a specific project (i.e., the Yellow Freight Motor Terminal Project). For the reasons cited in the response to the previous comment, it is deemed unnecessary to revise the General Plan EIR in response to this comment.

### **Charles Giles, September 29, 1987, Planning Commission Public Hearing**

The commentor is concerned about the possible traffic impacts of the proposed Yellow Freight Motor Terminal Project and questions the employment impact figures for the project.

## **Response**

As in the previous two comments, the commentor is primarily concerned about the impacts of a specific project (i.e., the Yellow Freight Motor Terminal Project). For the reasons cited above, it is deemed unnecessary to revise the General Plan EIR in response to this comment.

### **Mary Meninga, September 29, 1987, Planning Commission Public Hearing**

The commentor recommends that the General Plan include policies calling for a detailed report on the impacts of future annexations on sewage capacity and conversion of prime agricultural land.

## **Response**

All annexation proposals would be subject to environmental review by the City of Manteca and/or the San Joaquin County LAFCO under the requirements of the California Environmental Quality Act. Presumably, such impacts would be addressed in CEQA documents for these individual projects.

### **Barbara Jones, September 29, 1987, Planning Commission Public Hearing**

The commentor asked for an explanation of the buildout calculations on pages 16 and 17 of the Assessment Report (Draft EIR).

## **Response**

The General Plan/EIR consultant provided a response to the question at the hearing of September 29, 1987, as recorded in the minutes of that hearing.

### **Donna Bordenkircher, Jane Lewis, and Robert Lundblom, January 25, 1988, City Council Public Hearing**

The commentors expressed their concerns about the possible impacts of the Yellow Freight Motor Terminal Project.

## **Response**

As in previous comments, the commentors are concerned about the impacts of a specific project. For the reasons cited in response to earlier comments, it is deemed unnecessary to revise the General Plan EIR in response to this comment.

Janet Gladfilter, January 25, 1988, City Council Public Hearing

The commentor asked a number of questions about noise levels along Lathrop Road.

**Response**

The General Plan/EIR consultant provided a response to the questions at the hearing of January 25, 1988, as recorded in the minutes of that hearing.

Brandi Rose, February 2, 1988, City Council Public Hearing

The commentor expressed her concern and her fellow high school students' concerns about the possible traffic safety impacts of a specific project. For the reasons cited in response to earlier comments, it is deemed unnecessary to revise the General Plan EIR in response to this comment.

Jan Mariano, representing the Lathrop County Water District, February 2, 1988, City Council Public Hearing

The commentor refers to the November 3, 1987 letter of Roy Castell, District Manager, Lathrop County Water District, and reiterates many of its points.

**Response**

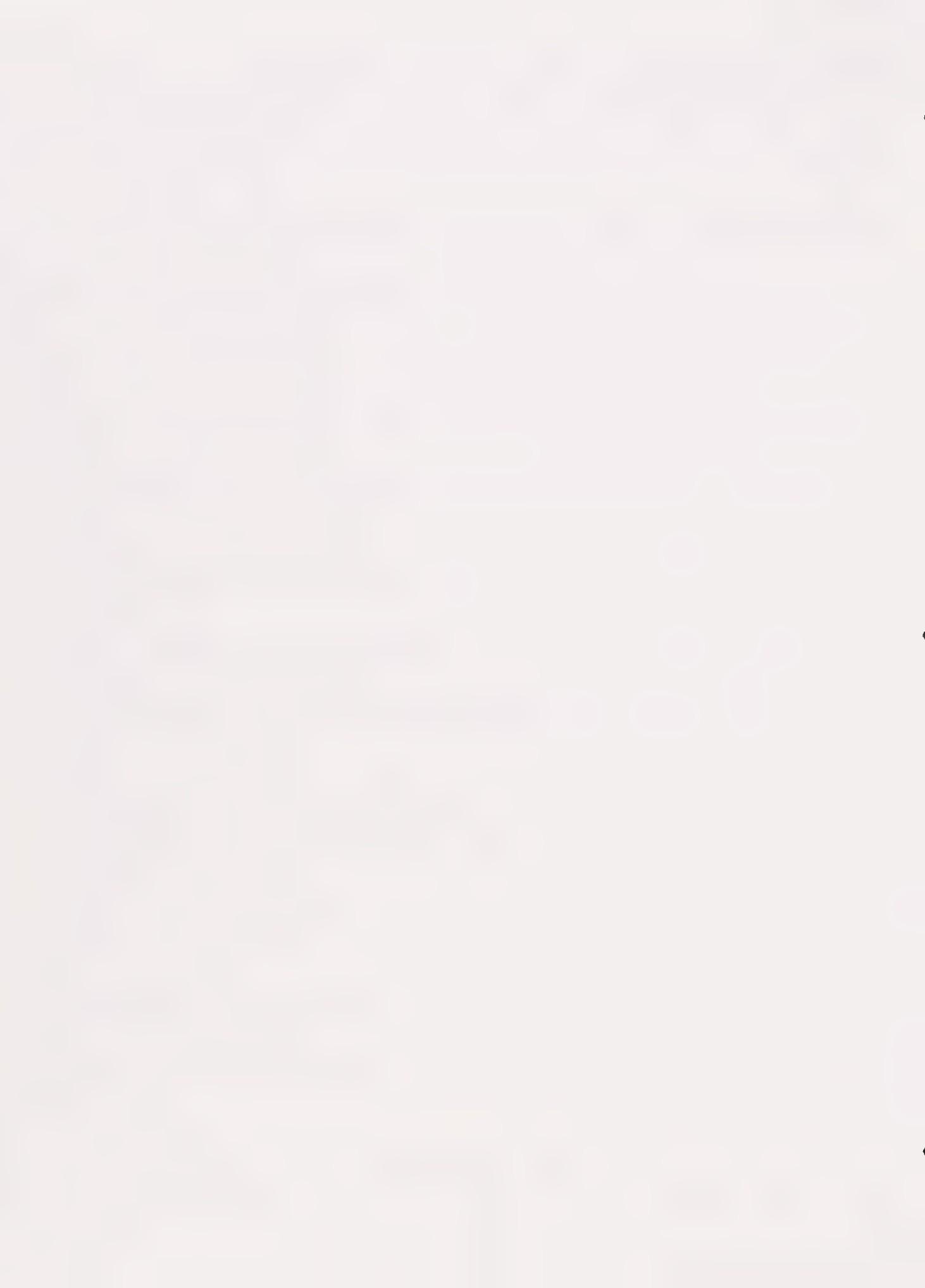
The points have been responded to in connection with Mr. Castell's letter (see earlier response to comments).

Maria Esteves and Sandra Breitenbacher, February 2, 1988, City Council Public Hearing

The commentors expressed their concerns about the possible impacts of the Yellow Freight Motor Terminal Project.

**Response**

As is previous comments, the commentors are concerned about the impacts of a specific project. For the reasons cited in response to earlier comments, it is deemed unnecessary to revise the General Plan EIR in response to these comments.



Mail to: State Clearinghouse, 1400 Tenth Street, Room 121, Sacramento, CA 95814 — 916/445-0613

See NOTE below

NOTICE OF COMPLETION AND ENVIRONMENTAL DOCUMENT TRANSMISSION FORM

SCH # \_\_\_\_\_

1. Project title: City of Manteca General Plan  
2. Lead Agency: City of Manteca J. Contact Person: Phil Sanguinetti  
3a. Street Address: P.O. Box 3000 Jb. City: Manteca  
3c. County: San Joaquin Jd. Zip: 95336 Je. Phone: 209/239-9511

PROJECT LOCATION 4. County: San Joaquin 4a. City/Community: Manteca

4b. Assessor's Parcel No. 4c. Section Twp. Range

5a. Cross Streets: 5b. For Rural, Nearest Community:

6. Within 2 miles: a. State Hwy 99 & 120 b. Airports \_\_\_\_\_ c. Railways So. Pacific W. Pacific Waterways \_\_\_\_\_  
Tidewater So.

7. DOCUMENT TYPE 8. LOCAL ACTION TYPES

CDA 01.  General Plan Update  
02.  NOD 06.  New Element  
03.  Early Cons 07.  NOD 03.  General Plan Amendment  
04.  Neg Dec 08.  Master Plan  
05.  Draft EIR 09.  Annexation  
Supplement/  
Subsequent EIR 10.  Specific Plan  
(Prior SCH No.: \_\_\_\_\_) 11.  Community Plan  
12.  Redevelopment  
13.  NEPA 14.  Rezone  
15.  NOI 16.  Draft PLS  
17.  PONSI 18.  Land Division  
(Subdivision, Parcel Map, Tract Map, etc.)  
19.  Other  
20.  Draft  
21.  Joint Document  
22.  Waste Mgmt Plan  
23.  Final Document  
24.  Cancel Ag Preserve  
25.  Other  
26.  Other

01.  Residential: Units 10,437 Acres 4,429  
02.  Office: Sq. Ft. 1.7 million  
Acres 112 Employees \_\_\_\_\_  
03.  Shopping/Commercial: Sq. Ft. 12.8 million  
Acres 986 Employees \_\_\_\_\_  
04.  Industrial: Sq. Ft. 3.9 million  
Acres 239 Employees \_\_\_\_\_  
05.  Water Facilities: MGD \_\_\_\_\_  
06.  Transportation: Type \_\_\_\_\_  
07.  Mining: Mineral \_\_\_\_\_  
08.  Power: Type Watts \_\_\_\_\_  
09.  Waste Treatment: Type \_\_\_\_\_  
10.  OCS Related  
11.  Other: \_\_\_\_\_

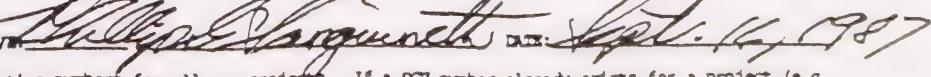
10. TOTAL ACRES: 11. TOTAL JOBS CREATED:

12. PROJECT ISSUES DISCUSSED IN DOCUMENT  
01.  Aesthetic/Visual 08.  Flooding/Drainage 15.  Septic Systems 23.  Water Quality  
02.  Agricultural Land 09.  Geologic/Seismic 16.  Sewer Capacity 24.  Water Supply  
03.  Air Quality 10.  Jobs/Housing Balance 17.  Social 25.  Wetland/Riparian  
04.  Archaeological/Historical 11.  Minerals 18.  Soil Erosion 26.  Wildlife  
05.  Coastal Zone 12.  Noise 19.  Solid Waste 27.  Growth Inducing  
06.  Economic 13.  Public Services 20.  Toxic/Bazardous 28.  Incompatible Landuse  
07.  Fire Hazard 14.  Schools 21.  Traffic/Circulation 29.  Cumulative Effects  
13. BUDGET (approx) Federal \$ \_\_\_\_\_ State \$ \_\_\_\_\_ Total \$ \_\_\_\_\_  
14. PRESENT LAND USE AND ZONING:  
Various

15. PROJECT DESCRIPTION:

The project is a comprehensive update of the Manteca General Plan. Project documents include: (1) General Plan Policy Document; (2) General Plan Background Report; and (3) General Plan Assessment Report (Draft EIR).

16. SIGNATURES OF LEAD AGENCY REPRESENTATIVE

  
Date: Sept. 16, 1987  
NOTE: Clearinghouse will assign identification numbers for all new projects. If a SCH number already exists for a project (e.g., from a Notice of Preparation or previous draft document) please fill it in.

REVIEWING AGENCIES

<input checked="" type="checkbox"/> Resources Agency	<input checked="" type="checkbox"/> Caltrans District	10
<input type="checkbox"/> Boating/Waterways	<input type="checkbox"/> Dept. of Transportation Planning	
<input checked="" type="checkbox"/> Conservation	<input type="checkbox"/> Aeronautics	
<input type="checkbox"/> Fish and Game	<input type="checkbox"/> California Highway Patrol	
<input type="checkbox"/> Forestry	<input type="checkbox"/> Housing & Community Dev't.	
<input type="checkbox"/> Colorado River Board	<input type="checkbox"/> Statewide Health Planning	
<input checked="" type="checkbox"/> Dept. Water Resources	<input checked="" type="checkbox"/> Health	
<input type="checkbox"/> Reclamation	<input type="checkbox"/> Food & Agriculture	
<input checked="" type="checkbox"/> Parks and Recreation	<input type="checkbox"/> Public Utilities Commission	
<input checked="" type="checkbox"/> Office of Historic Preservation	<input type="checkbox"/> Public Works	
<input type="checkbox"/> Native American Heritage Commission	<input type="checkbox"/> Corrections	
<input type="checkbox"/> S.F. Bay Cons. & Dev't. Commission	<input type="checkbox"/> General Services	
<input type="checkbox"/> Coastal Commission	<input type="checkbox"/> OLA	
<input type="checkbox"/> Energy Commission	<input type="checkbox"/> Santa Monica Mountains	
<input type="checkbox"/> State Lands Commission	<input type="checkbox"/> TRPA	
<input checked="" type="checkbox"/> Air Resources Board	<input type="checkbox"/> OPR - OLGA	
<input checked="" type="checkbox"/> Solid Waste Management Board	<input type="checkbox"/> OPR - Coastal	
<input type="checkbox"/> SWRCB: Sacramento	<input type="checkbox"/> Bureau of Land Management	
<input checked="" type="checkbox"/> RWQCB: Region # 5	<input type="checkbox"/> Forest Service	
<input type="checkbox"/> Water Rights	<input type="checkbox"/> Other:	
<input type="checkbox"/> Water Quality	<input type="checkbox"/> Other:	

## FOR SCH USE ONLY

Date Received at SCH \_\_\_\_\_ Catalog Number \_\_\_\_\_  
Date Review Starts \_\_\_\_\_ Applicant \_\_\_\_\_  
Date to Agencies \_\_\_\_\_ Consultant \_\_\_\_\_  
Date to SCH \_\_\_\_\_ Contact \_\_\_\_\_ Phone \_\_\_\_\_  
Clearance Date \_\_\_\_\_ Address \_\_\_\_\_  
Notes: \_\_\_\_\_

## OFFICE OF PLANNING AND RESEARCH

1400 TENTH STREET  
SACRAMENTO, CA 95814



November 5, 1987

Phil Sanguinetti  
City of Manteca  
P.O. Box 3000  
Manteca, CA 95336

**Subject:** City of Manteca General Plan  
SCH\$ 87092204

Dear Mr. Sanguinetti:

The State Clearinghouse submitted the above named draft Environmental Impact Report (EIR) to selected state agencies for review. The review period is closed and the comments of the individual agency(ies) is(are) enclosed. Also, on the enclosed Notice of Completion, the Clearinghouse has checked which agencies have commented. Please review the Notice of Completion to ensure that your comment package is complete. If the package is not in order, please notify the State Clearinghouse immediately. Your eight-digit State Clearinghouse number should be used so that we may reply promptly.

Please note that recent legislation requires that a responsible agency or other public agency shall only make substantive comments on a project which are within the area of the agency's expertise or which relate to activities which that agency must carry out or approve. (AB 2583, Ch. 1514, Stats. 1984.)

These comments are forwarded for your use in preparing your final EIR. If you need more information or clarification, we suggest you contact the commenting agency at your earliest convenience.

Please contact Norma Wood at 916/445-0613 if you have any questions regarding the environmental review process.

Sincerely,

A handwritten signature in black ink, appearing to read "David C. Nunenkamp".

David C. Nunenkamp  
Chief  
Office of Permit Assistance

cc: Resources Agency

Enclosures

9-26-87

57092

204



The project is a comprehensive update of the Manteca General Plan. Project documents include: (1) General Plan Policy Document; (2) General Plan Background Report; and (3) General Plan Assessment Report (Draft EIR).

**CLEARINGHOUSE CONTACT:**

Dorma Wood.

STATE REVIEW BEGAN: 9-21-87

DEPT. REVIEW TO AGENCY: 10-29

AGENCY REVIEW TO SCH: 11-3

SCH COMPLIANCE: 11-5

## DEPARTMENT OF TRANSPORTATION

P.O. BOX 2048 (1976 E. CHARTER WAY)

STOCKTON, CA 95201

(209) 948-7853

(209) 948-7906



November 3, 1987

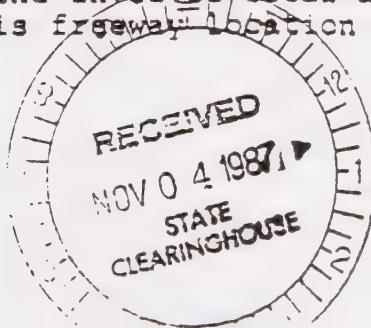
10-SJ-5, 99, 120, 205  
City of Manteca  
Draft General Plan  
Background Report and  
DEIR  
SCH #87092204

Ms. Norma Wood  
State Clearinghouse  
1400 Tenth Street  
Sacramento, CA 95814

Dear Ms. Wood:

Caltrans has reviewed the Draft General Plan (DEIR, Policy Document and Background Report) for the City of Manteca and offers the following comments:

1. The discussion on Page 30 of the DEIR regarding Figure 6 needs to include a time frame for projected traffic. If Figure 6 represents year 2010, then the projected ADT's for Routes 99 and 120 differ substantially from what Caltrans is projecting for year 2010.
2. Figure 8 of the DEIR should reflect the Caltrans 6 lane concept for Route 99 south of the Route 120 Manteca Bypass. The traffic volumes in Figure 9 of the DEIR are almost one-half of what Caltrans is using for year 2010 on Route 5. The report is projecting between 51,700 to 58,300 ADT and the current Caltrans projections for year 2010 are at 119,000 ADT.
3. On Page 37 of the DEIR, it is stated that the Caltrans Route Concept Report (RCR) calls for the extension of the Route 120 Bypass to the east of Route 99. However, the current RCR asserts that an updated study will be required to firmly establish the most realistic concept for the section of Route 120 between Route 99 at Manteca and west of Oakdale. There is still a valid adopted freeway route which extends the existing Manteca Bypass easterly 21.1 miles to Atlas Road east of Oakdale. Valid freeway agreements with the involved local agencies are also still in effect. This ~~freeway~~ location is about one mile south of



Ms. Norma Wood

-2-

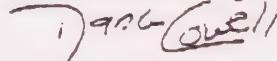
November 3, 1987

existing Route 120 east of Route 99. This adopted alignment would bypass the City of Escalon on the south and the City of Oakdale on the north.

4. A four lane facility is required to provide the RCR concept C LOS for the projected traffic volumes between Route 99 and west of Oakdale. It is estimated that about half the future traffic would use a facility on the adopted routing, with the remaining half utilizing the existing route. The options available are to expand the existing facility to four lanes or leave it as is, and construct a two lane facility on the adopted route. If the estimated 50/50 split of traffic is reasonable, an initial two lane expressway on the adopted alignment would provide the concept C LOS for more than the 20 year planning period.
5. The RCR concept of an initial two lane expressway (with possible passing lanes) from Route 99 to the SJ/Stanislaus County line is tentative, pending the outcome of a recommended Corridor Study for this section of Route 120.
6. The "Circulation Plan Diagram" in the policy document depicts some sort of "future" paralleling street north of Route 120. It is important that the document also provide a strong commitment to this concept of paralleling local streets to Route 120. The document should discuss and support the need to provide arterial streets which parallel Route 120 for local traffic.
7. The Plan needs to address the Commute Management needs of the area as a method of traffic reduction. Facilities need to be considered for Park and Ride lots in areas adjacent to I-5 and Route 99, but especially for future high growth areas specified by the Plan. As with other traffic mitigation measures, related costs of providing such services should be distributed among the existing users, the project developers and future users.

Caltrans appreciates the opportunity to comment on the General Plan and requests a copy of the final document. Any questions regarding this review may be directed to Ken Baxter at Caltrans, telephone (209) 948-7936.

Very truly yours,



DANA COWELL  
Chief, Transportation  
Planning Branch

cc:PVerdoorn/SJCCOG  
LGrawal/SJCAPCD

# Memorandum

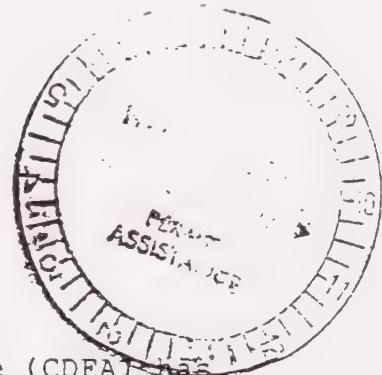
Ms. Norma Wood  
State Clearinghouse  
Office of Planning and Research  
1400 Tenth Street, Room 121  
Sacramento, California 95814

Date : November 2, 1987

Place : Sacramento

From : Department of Food and Agriculture -- 1220 N Street, Room 104  
Sacramento, CA 95814

Subject: SCH No. 87092204



The California Department of Food and Agriculture (CDFA) has reviewed the Draft Environmental Impact Report (DEIR) for the City of Manteca General Plan and has the following comments and recommendation.

Under the proposed General Plan, 5,700 acres of agricultural land will be converted to urban use. This is an addition of 2,200 acres than under the existing plan. Over 700 acres of land designated for urban use is under Williamson Act Contract. Agricultural land uses within the planning area include fruit and nut orchards; field, vegetable, and seed crops; other row crops; vineyards; and pasture. Soils in the area are Class I, II, III, and VII. Much of the planning area contains prime farmland.

The DEIR states, "urban expansion of Manteca will necessarily result in the loss of agricultural soils and lands and the cancellation or non-renewal of Williamson Act Contracts. The Draft General Plan Policy attempts to mitigate these impacts on agricultural soils and land, but cannot mitigate them to a level of insignificance." Conversion of agricultural land and cancellation of Williamson Act Contracts could encourage the conversion of agricultural land outside the Primary Urban Area. This is considered a cumulative impact that cannot be mitigated to a level of less than significant.

Land use conflicts which result from the close proximity of urban and agricultural areas include increased traffic, trespassing, vandalism, dust, chemical use, and noise. These impacts can be mitigated through the use of a right-to-farm ordinance and buffer zones.

The Draft Policy Document identifies three policies which mitigate the impacts of urban development on agricultural land. These include the support of agricultural uses on lands designated for urban uses until urban development is imminent, the discouragement of Williamson Act Contract cancellations until contracted land is needed for urban development, and endeavoring to ensure that development will not unnecessarily constrain

Ms. Norma Wood  
Page 2  
November 2, 1987

agricultural practices or adversely affect the economic viability of nearby agricultural operations. In addition, the DEIR notes that prime agricultural land can be conserved as long as practical by ensuring contiguous development away from the Class II soil areas.

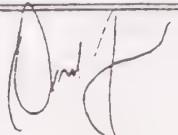
The CDFA approves and supports the stated policies which protect agricultural interests within the City of Manteca Planning Area and recommends approval of the DEIR.

*Martha Neuman*

Martha Neuman  
Research Assistant  
(916) 322-5227

## NATIVE AMERICAN HERITAGE COMMISSION

915 CAPITOL MALL, ROOM 288  
SACRAMENTO, CALIFORNIA 95814  
16; 322-7791



October 2, 1987

RECEIVED  
5

Mr. Jack C. Snyder, Mayor  
✓ Mr. David Jinkens, City Manager  
Mr. Phil Sanguinetti, Planning Director  
City of Manteca, City Hall  
1001 West Center Street  
Manteca, California 95336

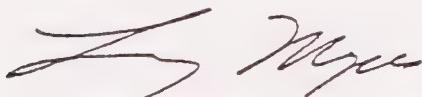
Gentlemen:

The Native American Heritage Commission has received and reviewed the City of Manteca General Plan, 5CR 87092204. It is one of a small number of outstanding comprehensive plans in the area of cultural resource conservation. I wish to compliment the Manteca City Officers, staff and Planning Commission as well as the team of consultant firms for their excellent work on the General Plan.

There are in excess of one hundred thousand known and recorded archaeological sites within the State of California. The Sacramento and San Joaquin Valleys were areas of long-term Native American habitation and many sites remain to be discovered.

The City of Manteca General Plan anticipates and addresses that possibility. If the Native American Heritage Commission or Staff may be of any assistance relating to cultural concerns, resources or local Native American contact people, please feel free to call this office.

Sincerely,



Larry Myers  
Executive Secretary

LM/gmc

## OFFICE OF PLANNING AND RESEARCH

1400 TENTH STREET  
SACRAMENTO, CA 95814



November 6, 1987

Phil Sanguinetti  
City of Manteca  
P.O. Box 3000  
Manteca, CA 95336

Subject: City of Manteca General Plan  
SCH# 87092204

Dear Mr. Sanguinetti:

The enclosed comments on your draft environmental documents were received by the State Clearinghouse after the end of the state review period. We are forwarding these comments to you because they provide information or raise issues which may assist you in project review.

To ensure the adequacy of the final document you may wish to incorporate these additional comments into the preparation of your final environmental document.

Please contact Norma Wood at 916/445-0613 if you have any questions concerning the review process. When you contact the Clearinghouse in this matter, please use the eight-digit State Clearinghouse number so that we may respond promptly.

Sincerely,

A handwritten signature in black ink.

David C. Nunenkamp  
Chief  
Office of Permit Assistance

Enclosures

cc: Resources Agency

# Memorandum

To: State Clearinghouse  
Office of Planning and Research  
1400 Tenth Street  
Sacramento, CA 95814

November 4, 1987  
Date:

File:

Attention Norma Wood

From: **DEPARTMENT OF TRANSPORTATION**  
**DIVISION OF AERONAUTICS**

Subject: The City of Manteca's DEIR for the General Plan;  
SCH# 87092204

The California Department of Transportation, Division of Aeronautics, has reviewed the above-referenced document pursuant to CEQA and we offer the following comments for your consideration.

Certain proposed school sites, shown on Figure 1 of the DEIR, appear to be within two miles of Sharpe Army Depot Airstrip and/or Stockton Metro Airport. Pursuant to the Education Code, Section 39005, before acquiring title to property for a new school site or for an addition to a present site within two miles of an airport/heliport boundary, the lead agency must submit written notification to the State Department of Education. The Department of Education will then request that the Division of Aeronautics make an investigation and submit a report accordingly.

In addition, the proposed St. Joseph's Hospital Heliport should be taken into consideration in the development of the General Plan policies and goals.

Thank you for the opportunity to review and comment on this proposal.

JACK D. KEMMERLY, Chief  
Division of Aeronautics

*Sandy Hesnard*  
Sandy Hesnard  
Environmental Planner

cc: San Joaquin County ALUC





COUNTY OF SAN JOAQUIN  
DEPARTMENT OF PUBLIC WORKS

P.O. BOX 1810 • 1810 E HAZELTON AVENUE  
STOCKTON, CALIFORNIA 95201  
(209) 468-3000

EUGENE DELUCCHI  
CHIEF DEPUTY DIRECTOR

THOMAS R. FLINN  
DEPUTY DIRECTOR

MANUEL LOPEZ  
DEPUTY DIRECTOR

HENRY M. HIRATA  
DIRECTOR

November 2, 1987

Mr. Phil Sanguinetti, Planning Director  
City of Manteca  
Planning Department  
1001 West Center Street  
Manteca, California 95336-4390

SUBJECT: GENERAL PLAN DRAFT EIR REVIEW

Dear Mr. Sanguinetti:

This Department submits the following comments in response to the scope and content of the environmental review of the above named project:

Page 43 and 44 (Assessment Report)

Draft policies IV.A.3 and IV.B.2 regarding water and sewage systems state that new services shall not be extended to areas outside of the city limits, except in extraordinary circumstances. These policies will have an impact on the feasibility of future development in the unincorporated area within the Manteca General Plan boundary. The current County development requirement for any new development is that water service and sewage disposal be provided by the existing agencies.

Page 57 (Assessment Report)

Foothill Landfill is estimated to have a 50 year site life as noted on page 184 of the Background Report.

Page 184 (Background Report)

The Solid Waste generation rate should be .25 cubic yards per person per month instead of per person per day.

Thank you for the opportunity to comment on this project. Your questions, if any, should be directed to me at (209) 468-3000.

Very truly yours,

A handwritten signature in black ink, appearing to read "R. L. PALMQUIST".

R. L. PALMQUIST  
Environmental Coordinator

RLP:ss  
D 7K030RPS1



SAN JOAQUIN COUNTY  
DEPARTMENT OF PLANNING AND BUILDING INSPECTION

1810 E. HAZELTON AVE., STOCKTON, CA 95205  
PLANNING PHONE: 209/944-3722  
BUILDING PHONE: 209/944-3701

CHET DAVISSEN  
Director  
JERRY HERZICK  
Deputy Director  
TOM WALKER  
Deputy Director

November 13, 1987

Phil Sanguinetti, Planning Director  
City of Manteca  
City Hall  
Manteca, CA 95336

Dear Phil:

RE: City of Manteca Draft General Plan and Draft EIR

We have reviewed the above documents and have several comments on the General Plan, but no comments on the Draft EIR.

POLICY DOCUMENT

Land Use Diagram 2: The term "Residential Reserve" is misleading. The area might more appropriately be identified as Urban Reserve. If that area does develop, it would probably contain commercial, industrial, and recreation uses in addition to residential.

Land Use Diagram 2: The reason for extension of Commercial Recreation north of State Route 120 is not clear.

Land Use Diagram 2: The need for six lanes on Airport Way, Lathrop Road and Woodward Road should be considered. The adequacy of the planned roadway system should be analyzed with the Council of Governments' transportation model.

Land Use Diagram 2: The extent of the Secondary Urban Service Boundary includes portions of the Lathrop Urban Center, as designated on the County General Plan Map. The community of Lathrop should not be split by this boundary. Lathrop may be incorporating soon. Even if incorporation is not feasible now, it will probably be in the future. At that time the industrial area east of I-5 would logically be a part of the new city. If Manteca proposes an annexation of this area, the entire community should be considered.

Letter to Phil Sanguintti  
November 13, 1987  
Page 2

p. 44, Policy D1: We are not aware of any regulatory powers that the city has along Woodland Avenue near the San Joaquin River.

BACKGROUND REPORT

Figure 1-7: The commercial areas at the following locations should be added to the map: along 7th Street, on Louise Avenue at 7th, on Cambridge at Louise.

p. 25: In May, 1987 the County amended its Land Use/Circulation Element to include public services policies which will affect the Manteca and Lathrop areas (see attached). These policies have been incorporated into County ordinances.

p. 249: This chart shows the County's flood management program in 1978. Attached is a new exhibit prepared in June, 1986 for the County's General Plan revision program.

We would like to receive a copy of your growth management plan when it becomes available. Would you also put our consultant on the mailing list for the plan? His name is Rod Jeung, Sedway Cooke Associates, 350 Pacific Avenue, San Francisco, CA 94111.

Thank you for the opportunity to review and comment on the documents. Please let us know of the changes that are made in the public hearing process. Also, we would like to be put on your mailing list for General Plan amendments.

Sincerely,



Peggy Keranen  
Senior Planner

PK:bc:

Attachments

c: 0.6.00.03

# Water, Sewage Disposal, and Drainage Policies

1. In all cases, the required facilities must be determined to be adequate for the proposed development and compatible with the site characteristics.
2. The following are the minimum requirements for water, sewage disposal, and drainage facilities for all tentative maps. These requirements may also be applicable to other discretionary applications if the facilities are found to be necessary.<sup>1</sup>

## a. URBAN CENTER WITH INCORPORATED AREA

WATER	Public system by existing agency.
SEWAGE DISPOSAL	Public wastewater treatment plant by existing agency.
DRAINAGE	Public terminal drainage system approved by County Public Works.

## b. UNINCORPORATED URBAN CENTER

WATER	Public system provided by an existing public agency or by a new district if no public agency is empowered to provide water supply services.
SEWAGE DISPOSAL	Public wastewater treatment plant provided by an existing public agency or by a new district if no public agency is empowered to provide wastewater treatment.
DRAINAGE	Public drainage system approved by County Public Works, which may include a terminal drainage system.

## c. RURAL CENTERS

WATER	Public system provided by an existing public agency or by a new district if no public agency is empowered to provide water supply services.
SEWAGE DISPOSAL	Ultimately public wastewater treatment plant, with some development occurring in the interim on private septic systems.

<sup>1</sup> The geographical boundaries of the following areas are those shown on the maps of the Land Use/Circulation Element of the San Joaquin County General Plan

DRAINAGE	Public drainage system approved by County Public Works, which may include a terminal drainage system.
<b>d. PLANNED INDUSTRIAL AREAS OUTSIDE OF CENTERS</b>	
WATER	Supply adequate for fire fighting.
SEWAGE DISPOSAL	Wastewater treatment plant.
DRAINAGE	In conformance with adopted drainage criteria.
<b>e. HIGHWAY SERVICE AREAS OUTSIDE OF CENTERS</b>	
WATER	System serving entire quadrant of interchange. A public system shall be required when more than one parcel may be involved.
SEWAGE DISPOSAL	Wastewater treatment plant serving entire quadrant of interchange. A public system shall be required when more than one parcel may be involved.
DRAINAGE	System serving entire quadrant of interchange. A public system shall be required when more than one parcel may be involved.
<b>f. RURAL RESIDENTIAL AREA WITH PARCELS LESS THAN TWO ACRES</b>	
WATER	Public system serving the entire development.
SEWAGE DISPOSAL	Septic tanks.
DRAINAGE	Public system serving the entire development except, depending on soil conditions, on-site drainage may be allowed for infill development, if approved by the review authority.
<b>g. RURAL RESIDENTIAL AREA WITH PARCELS TWO ACRES OR LARGER</b>	
WATER	Individual wells.
SEWAGE DISPOSAL	Septic tanks.
DRAINAGE	In conformance with adopted drainage criteria.

Amended 5/28/87

h. COMMERCIAL RECREATION AREAS

WATER                    System serving the entire development. A public system shall be required when more than one parcel may be involved.

SEWAGE DISPOSAL        Septic tanks.

DRAINAGE                System serving the entire development. A public system shall be required when more than one parcel may be involved.

i. AGRICULTURAL AREAS

WATER                    Individual wells.

SEWAGE DISPOSAL        Septic tanks.

DRAINAGE                On-site.

3. The proliferation of agencies providing utility services shall be avoided and large multi-purpose agencies shall be encouraged.

- a. Water System: Public water systems shall be provided by existing public or quasi-public agencies. Where no such agency exists, a new district shall be established which could ultimately serve the entire Urban or Rural Center or the entire Rural Residential area, the entire interchange quadrant of a planned Highway Service area, or the entire planned Commercial Recreation area.
- b. Sewage Disposal: When public sewage treatment plants are required they shall be provided by a city or an existing special district unless no agency within the Urban or Rural Center or other area on the General Plan Map is empowered to provide a public sewage treatment plant. In such areas a special district shall be established to provide a public sewage treatment plant which can be expanded to serve the entire Urban or Rural Center or the entire interchange quadrant of a planned Highway Service area, or the entire planned Commercial Recreation area.
- c. Drainage Systems: Public drainage systems shall be provided by either existing public agencies or new districts.
- d. Wherever possible, sewage disposal, water, and drainage shall be provided by one agency.

4. Development may occur on septic tanks only if it can be demonstrated that there will be no adverse environmental impacts from their usage.

5. The cumulative effect of existing and proposed developments on groundwater contamination shall be considered before approving developments on septic tanks.

## EXHIBIT 12

## FLOOD MANAGEMENT PROGRAMS IN SAN JOAQUIN COUNTY

AREA OF ACTION	ACTION
FLOOD PROTECTION SYSTEM	Levee construction, improvement, and maintenance
	Support of flood protection aspects of upstream reservoirs
GENERAL PLAN	Use of new flood information in the preparation of the County's General Plan.
	Reconsideration of areas planned for urban development which are subject to flooding
ZONING ORDINANCE	Revision of the flood plain zoning ordinance.
	Application of flood zones and regulations to areas subject to flood hazard.
SUBDIVISION ORDINANCE	Incorporation of flood protection measures into the revision of the County Subdivision Ordinance.
FUTURE DEVELOPMENT	Review of all land use proposals (use permits, development plans, excavation permits, parcel maps, subdivision maps) for flood hazard.
	Condition projects to require flood protection.
	Require the delineation of floodways and the extent of 100-year flood plains on all maps.
EXISTING DEVELOPMENT	Identification of areas of existing urban development and public installations in need of flood protection.
	Develop methods of protection appropriate to each area of hazard.

## FLOOD MANAGEMENT PROGRAMS IN SAN JOAQUIN COUNTY (Cont.)

NATIONAL FLOOD INSURANCE PROGRAM	Participation in the program  Provision of flood information, as requested, to lending institutions and insurance agents.  Establishment of record-keeping and report procedures as required by the flood insurance regulations.
PUBLIC INFORMATION	Provision of written material explaining flood hazards and flood management in San Joaquin County.  Notify all property owners in the 100-year flood plain.  Hold area meetings to inform the public of the flood hazard and of the County's Flood Management Program.
EMERGENCY PREPAREDNESS	Prepare an emergency services plan for dealing with flooding from a 100-year flood. Include determination of mass care centers, evacuation routes, and issuance of flood warnings, etc.

Source: San Joaquin County Planning Division.

# LOCAL AGENCY FORMATION COMMISSION

# LAFCO

## OF SAN JOAQUIN COUNTY

1810 EAST HAZELTON AVENUE  
STOCKTON, CALIFORNIA 95205  
PHONE: 209 / 944-2196

EXECUTIVE OFFICER  
GERALD F. SCOTT

LEGAL COUNSEL  
MICHAEL MCGREW  
DEPUTY COUNTY COUNSEL

### COMMISSION MEMBERS

EVELYN M. OLSON, CHAIRMAN  
LODI CITY COUNCIL MEMBER

GEORGE L. BARBER, VICE-CHAIRMAN  
4TH DISTRICT SUPERVISOR

DAVID C. ENNIS  
ESCALON CITY COUNCIL MEMBER

HAROLD R. NEL  
PUBLIC MEMBER

DOUGLASS W. WILHORN  
2ND DISTRICT SUPERVISOR

EVELYN L. COSTA, ALTERNATE  
5TH DISTRICT SUPERVISOR

STANLEY MORTENSEN, ALTERNATE  
PUBLIC MEMBER

RICHARD O. HASTIE, ALTERNATE  
TRACY CITY COUNCIL MEMBER

November 5, 1987

Phil Sanguinetti  
Planning Department  
PO Box 3000  
Manteca, CA 95336

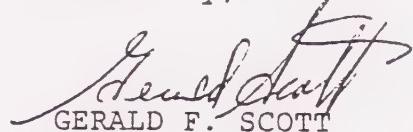
Re: Draft EIR for City of Manteca General Plan and Sphere of Influence

LAFCo staff has reviewed the DEIR and submits the following comments:

1. LAFCo, as a "Responsible Agency," will consider this EIR when reviewing the City's Sphere of Influence after adoption of the new General Plan.
2. Discussion of a Sphere of Influence (page 20 Background Report) properly identifies the time-frame of a Sphere at 20 years, similar to the General Plan. However, mention of "Urban Service Area" boundaries (as defined by Section 56080 of the Government Code) is out of context and should not be confused with the primary and secondary urban service boundaries defined by this report.
3. The study area for the DEIR is limited to the Primary Urban Service Boundary and does not address in any detail the impacts of eventual development within the Secondary Urban Service Boundary (page 10 of Assessment Report). Consequently, it appears that this EIR would not be adequate to support a Sphere of Influence which extends beyond the Primary Urban Service Boundary.
4. Soils and Agriculture (page 64, Assessment Report) states that loss of Class II soils can be partially mitigated by delaying development as long as practicable. The EIR should provide a map of Prime Agricultural Land (Class I & II) to show where development is to be delayed.

5. LAFCo will need nine copies of the final EIR and a copy of the "Statement of Overriding Considerations" concerning unmitigated impacts.

Sincerely,



GERALD F. SCOTT  
Executive Officer

GFS:jdh



## LATHROP COUNTY WATER DISTRICT

15755 SOUTH 7th STREET / P.O. BOX 335  
LATHROP, CALIFORNIA 95330

TELEPHONE (209) 858-2357 or STOCKTON (209) 982-0320

November 3, 1987

City of Manteca  
PLANNING DEPARTMENT  
P. O. Box 3000  
Manteca, California 95336

Gentlemen:

The following comments are forwarded regarding the General Plan E.I.R. Documents.

Policy Document:

1) Land Use Diagram 2.

All property within the Lathrop County Water District's sphere of influence as established by LAFCO should be removed from the Secondary Urban Service Area. See attached EXHIBIT S1 for sphere of influence boundary.

2) Figure II - 1

Same comment as for 1) above.

Background Report:

3) Figure 1 - 8

The sphere of influence boundary for the Lathrop County Water District does not seem to include the area south of Yosemite Avenue.

Assessment Report (Draft EIR)

4) Page 44.

The last sentence of Item IV. B.2 should be changed to read as follows:  
"Notwithstanding this policy, the City is required by an agreement with the Lathrop County Water District, as a condition of the Clean Water Grant received by Manteca, to continue to allocate a portion of any future sewer plant capacity enlargements to the Lathrop area".

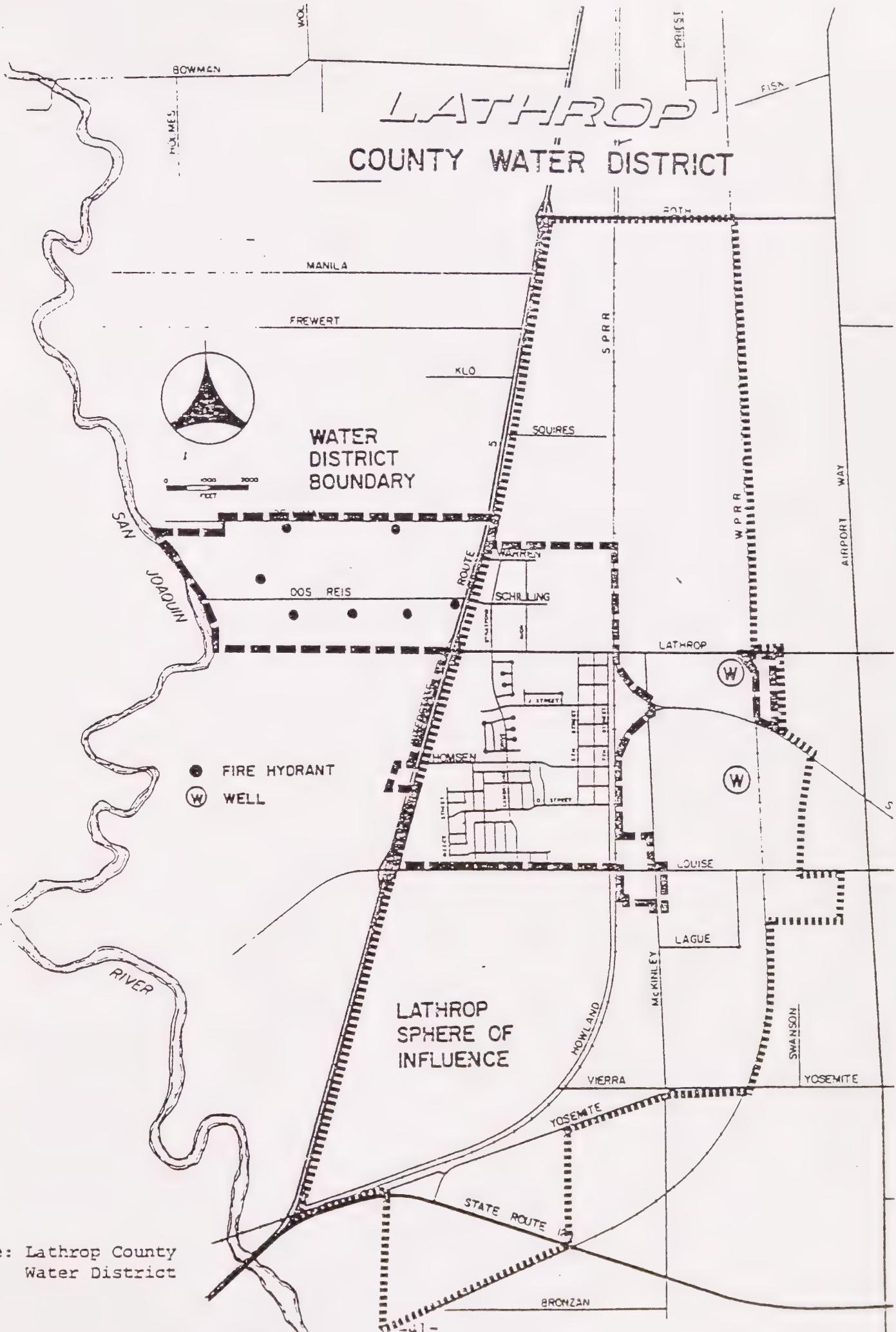
Thank you for the opportunity to comment on your General Plan documents.

Sincerely,

*Roy Castel*

Roy Castel,  
District General Manager

RC/sr



Source: Lathrop County  
Water District

(1)

City of Manteca  
Planning Commission

October 13, 1987

CITY OF MANTECA

re: General Update Hearing OCT 13 1987  
MANTOCA DEPT.  
1987 October 13,

Planning Commission:

We, the concerned citizens, who reside on Lathrop Road, Airport Way, and Louise Ave strongly oppose the approval of the City of Manteca Update General Plan- Option 3.

We petitioned both the Planning Commission and City Council in October of 1986. The petition stated we wanted our property and the remaining G.A.Y.O. adjacent

property to be excluded from the City of Manteca's Sphere of Influence or Primary Urban Service Area Boundary. We have attended all public hearings to voice our opinion. We remain united, in the fact, our concerns and requests have been ignored.

We have researched material made available from the City of Manteca Assessment Report, Background Report, Policy Document, Raymors - Airport Way EIR, and the Draft EIR for the Calvary Church.

(3)

In our opinion, all the forementioned reports inadequately reflected our request and concerns.

Mr. Mintier was instructed by a City Councilman - March 1987 - to contact the property owners, in our area, to discuss our concerns. To date, not one of our members has been contacted. Two members did call Mr. Mintier at his Sacramento office but we have not heard their comments at any public hearing.

One Planning Concept - Lathrop

(21)

Road, Airport Way; to be widened to four and six lanes - is in our opinion, not only a grave mistake, but will be detrimental to both our property value and our safety.

Thank you

Mary Meninga  
4707 E. Lathrop Rd.  
Manteca, Cal. 95336  
858-2053

Spokesperson for  
Manteca Rural Comm.



JANET K. GLADFELTER

Attorney at Law

January 30, 1988

Mayor Jack C. Snyder  
City of Manteca  
1001 W. Center Street  
Manteca, CA. 95336

RE: Proposed General Plan: Lathrop Road

On behalf of Mary Meninga and the Manteca Rural Committee, I submit for your consideration a summary of my clients' objections to the planned widening of Lathrop Road along its existing right-of-way, particularly from Union to Highway 99. We believe there is a better alternative, viz, swinging the route north from Airport to Highway 99.

At the outset we want to go on record in our praise for the goals and policies set forth in the general plan which is before you for adoption. The September 1987 draft should enable us to achieve a well-planned city while accommodating growth. The proof of the plan is, of course, in the implementation.

Therefore, we request that Council make all necessary revisions before final adoption so that the new general plan will reflect a policy decision to re-route Lathrop Road to the north from Airport or Union to Highway 99; and, to include an implementation calling for the acquisition of yet undeveloped land at the proposed northern city limits for the right-of-way. Additionally, you may find it useful to include a "Lathrop Boulevard Specific Plan" as another implementation measure.

We believe our proposal is dictated by the goals, policies and facts set out in the draft general plan and supporting documents, including but not limited to the following:

1. Lathrop Road is the only E-W route besides the troublesome 120 Bypass which has freeway interchanges for both I-5 and Highway 99. As such, it is a natural crossover route and will bear significant traffic over and above that generated Sharpe Army Depot, and the industrial and residential development in northern Manteca. (p. 153/Bkgd Doc)

2. Lathrop Road has been designated as the northern "ring" road (p.27 TR/Pol), and classified as both a principle road and an arterial (at p. 146 Bkgd).

3. Lathrop must be widened to four+turn lanes as a mitigation measure if the Raymus-Airport Way and Calvary Baptist Church annexations are to proceed (Final EIR/R-AW, p. 5-13; Final EIR/CBC, p. 2-5).

4. Except for Yosemite and Main Streets, whose intersection forms the heart of downtown Manteca, Lathrop Road has by far the highest minimum traffic load within the general planning area. (Table V-3 on page 150 of Background Report)

5. The cumulative development of the 16 presently proposed projects in the area bounded by Lathrop, Airport, Louise and Main Street would generate 25,790 trips daily, with approximately 16% or 4,100 additional trips burdening Lathrop Road. (Final EIR/CBC, pp. 5-7, 5-8)

6. Chadwick II (Raymus-Airport Way Annex.) will pour more than half of the cumulative traffic onto Lathrop Road, at 2,185 trips daily (Final EIR R-AW, pp. 5-8, 5-9).

7. Lathrop Road is already near capacity for Class B service; another 2,500 cars per day would throw that road into a "D" level of service, which represents an unacceptable level of delay for Mantecans. "Level of Service C is often considered to be the worst service level which can be tolerated without mitigation measures to improve peak hour conditions." (Final EIR/CBC, p. 5-2)

8. The Transportation Element of the draft GP sets out several policies worth reciting here: Number 5. "Major circulation improvements which are not tied to abutting development, . . . should be implemented ahead of, or at the same time as, major new development within the city which would otherwise result in serious traffic impacts for some or all of the remaining circulation system." Number 12. "Residential subdivisions with lots fronting on a major arterial or collector street shall provide for a separate frontage road. . . ." Number 13. "In residential subdivisions backing onto a major arterial or collector, the developer shall have the option to build a six-foot high masonry wall or . . . combination wall and berm or . . . combination berm and attractive fence."

9. Goal B of that Element, "To minimize traffic accidents and hazards" and Goal D, "To provide a safe and secure bicycle route system" will both be facilitated by the conversion into a frontage road of the existing section of Lathrop from Airport Way to Highway 99. Residents along Lathrop have warned city officials of the dangers to themselves and their school children. Within hours they lost a dear neighbor, victim of just such an accident on Lathrop Road.

10. Land Use Policy C.4. (p. 12) anticipates large shopping centers at the intersection of Lathrop and the freeways. The impact on Lathrop Road is not calculated but surely it will be major.

11. The industrial parcel which has already attracted Co-Gen and Kearny Ventures can also be expected to impact Lathrop Road adversely.

Therefore, the Manteca Rural Committee urges the City Council to make the necessary revisions before adopting the proposed General Plan, to

Mayor Jack C. Snyder

-3-

January 30, 1988

clearly reflect its decision to re-route Lathrop Road from the vicinity of Airport Way to Highway 99, and to call for the acquisition of undeveloped land to the north of the existing road, for this purpose. The longer the City of Manteca delays the inevitable, the more difficult acquisition will be and the higher the overall costs of the boulevard.

Upon adoption of this recommended change, the Manteca Rural Committee would cease to oppose the Raymus-Airport Way annexation.

Respectfully submitted,

MANTECA RURAL COMMITTEE

By Janet K Gladfelter  
Janet K Gladfelter

Attorney for Mary Meninga,  
Manteca Rural Committee

cc: David Jinkens, City Manager  
— Larry Mintier, Consultant  
Mary Meninga



# CITY OF MANTECA

ADMINISTRATION

February 9, 1988

Janet K. Gladfelter, Esquire  
Attorney at Law  
229 East Weber Avenue  
Argonaut 2nd Floor  
Stockton, California 95202

Re: Your Letter of January 30, 1988, Manteca General Plan,  
Lathrop Road

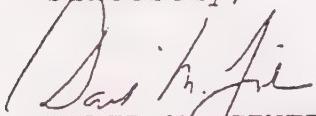
Thank you for providing me with a copy of your letter to Mayor Jack Snyder. Copies of your letter were distributed to members of the City Council and appropriate City staff. The City Clerk read your letter into the record at the Public Hearing on the proposed General Plan on February 2, 1988.

On the last paragraph of page 2 and the continued paragraph on page 3 of your letter, you suggest that the City Council " ...re-route Lathrop Road from the vicinity of Airport Way to Highway 99, and to call for the acquisition of undeveloped land to the north of the existing road, for this purpose."

I expressed to the City Council that this proposal of yours and the Rural Committee should be examined. The Council agreed. I am exploring this option, and attempting to determine, in the alternative, if Lathrop Road, within the City limits, can be removed as a route for truck traffic. The designation of Lathrop Road as a truck route was made by the County prior to a portion of the road being annexed to the City of Manteca.

I expect to have some preliminary information on these two alternatives within a short period of time. I will keep the Council and you advised accordingly.

Sincerely,

  
DAVID M. JINKENS  
City Manager

cc: Director of Planning  
Director of Public Works  
Larry Mintier ✓  
City Clerk



# CITY OF MANTECA

ADMINISTRATION

February 11, 1988

To: Mayor and Council  
From: City Manager  
Subject: MANAGEMENT REPORT, 88-6

## LATHROP ROAD ISSUES UPDATE

At your direction, management staff members and I are pursuing additional options open to you regarding Lathrop Road.

Since 1986 a variety of improvements have been made to Lathrop Road both within and outside of the City of Manteca. A brief summary of these improvements are listed below:

1. Cooperative agreement between the City and County for the resurfacing of Lathrop Road. The County financed the costs for areas in the County. The City financed resurfacing within the City. The project was completed in late 1986.

The City Council entered into an agreement with the Union Pacific Railroad for the widening of the grade crossing on Lathrop Road (Tidewater Southern). The railroad has not yet begun work on the project.

2. September, 1986 Police Department and CHP initiated a crackdown on violators of posted speed limit in response to concerns expressed by area residents.
3. October, 1986 Joseph Holland Traffic Engineer retained to evaluate traffic issues on Lathrop Road. A variety of traffic improvements, striping, removal of trees were done by the Department of Public Works.
4. February, 1988 City Council agrees to no parking designations north of Lathrop Road if County will designate shoulder area of road in the same manner.
5. February, 1988 City Council agrees to examine proposal by Manteca Rural Committee to develop an alternate road to Lathrop Road. Council agrees to pursuing the elimination of large truck traffic on Lathrop Road.

As you know, the City is responsible only for that portion of Lathrop Road within the City limits. In order for any longer

term solution to be maximized (i.e. alternate road, no parking, elimination of truck traffic), any action taken by the City should also be taken by the County. I have communicated with County officials on these proposals.



Planning Commission Minutes  
September 29, 1987

Mr. Platzek - There is a provision in CEQA that if there is a significant change in a project there is environmental review to see if it is significant.

Commissioner Moyer - It has addressed sewer capacity far in effect of this project. The impact upon the environment is the gallons of sewage. This E.I.R. is more than adequate.

Commissioner Blahnik - I concur. This is as good as we have seen. I would intend to certify this.

Chairperson Wegener - This is a well prepared document. I would certify this.

Commissioner Elliott - The issue is not the project itself, but the adequacy of the E.I.R. The consultant has responded to all the concerns.

Joyce Robertson, 3335 E. Lathrop Road. The E.I.R. process encourages us to voice our opinion on things that concern us. The 4 lanes on Lathrop Road. Lathrop Road is a federally funded road which allows diesel trucks. I don't feel that my concerns have been answered. There are hazards living close to Sharpe Army Depot. Airplanes do go over our house. The police protection is fine if a wall is put up, but if someone comes over that wall and robs my property I have to call the Sheriff. Your police protection does not help me one bit.

Georgianna Reichelt, 3605 E. Lathrop Road. Our air pollution in the San Joaquin valley is already dangerous. There would be damage to crop lands along the roads. Who is going to help the farmers.

Commissioner Nunes - Comment #46 in the final E.I.R. The project may result if more availability of employment. Could you explain this?

Mr. Platzek - The history is that population occurs then jobs occur and when the population for the labor pool reaches a certain point it attracts certain basic industries. Jobs versus housing is addressed in the General Plan.

Commissioner Nunes - The comment of more homes will bring more jobs I don't think is relative. Some of these things in E.I.R.s are thought and theory.

It was moved and seconded (Moyer-Nunes) that this final E.I.R. is certifiably adequate and forward to the City Council for certification.

Motion passes with a unanimous roll call vote.

At this time the Planning Commission took a 15 minute break.

#### PUBLIC HEARINGS

#### DRAFT 1987 GENERAL PLAN UPDATE

Staff - This is the first public hearing on the General Plan. The documents do include the Background Report, Policy Document, and Assessment Report (E.I.R.). A Citizens Advisory Committee was formed in 1985 to establish the initial framework of the present draft documents. The Planning Commission and City Council had many study sessions to address the land use proposals that would affect the graphic plan. The documents have been circulated to the public review agencies. The Assessment Report has to be reviewed for a 45 day period which will be up November 1. This is a public draft at this time and there will be changes before adoption. The policy document is the implementation plan.

Larry Mintier, J. Laurence Mintier & Associates. Back in April the Planning Commission and City Council, in turn, reviewed 4 options and selected a hybrid of 2 of the options for the draft general plan. Using the map that was put together by the City Council, and direction by the City Council and Citizens Advisory Committee, we came up with the policy document. The Background Report and the Policy Document will constitute the General Plan. These are draft documents subject to review and change.

Planning Commission Minutes  
September 29, 1987

The Policy Document is designed as a simple, slim document, of which 90 to 95% is made up of specific policy for implementation. Part 1 contains various standards that comprise the General Plan. Part 2 contains the specific goals, policies and implementation of the General Plan. The last Chapter is made up of goals and policies for implementation of the Plan.

The Assessment Report has to meet CEQA Guidelines. We have tried to integrate the E.I.R. in with the other documents. The Assessment Report deals mostly with General Plan build out calculations. We used all these figures to generate traffic impact and impact on sewage systems and water systems. This was the foundation of the Assessment Report.

Commissioner Blahnik - Will the publishing of the final Assessment Report negate individual E.I.R.s for projects?

Mr. Mintier - It may. We are hoping that the documents are complete enough that it will eliminate the need for some E.I.R.s or eliminate some of the information needed in the E.I.R.s. Many of the E.I.R.s will focus on site specific impacts.

Open Public Hearing.

Commissioner Moyer read a letter from Wilma Papadogiannis for the properties located at 639A-703 and 715-739 W. Alameda to be considered for High Density Residential. The current proposed designation is Low Density Residential.

Chairperson Wegener read a letter from Frank & Georgette Jardim for the properties located at the northeast corner of Lincoln Avenue and Edison Street to be considered for High Density Residential. The proposed designation is Low Density Residential.

Bill Castillo, 1150 W. Center Street. The property in question is the southwest corner of Yosemite Avenue and Locust Avenue. Four property owners asked me to attend the meeting to ask that these properties be designated Commercial. All of East Yosemite is Commercial. Properties on the west have some Commercial mixed with Residential. These are primarily older residences and mostly rentals. Low Density Residential is just not something that is going to happen in this area. We think this is a reasonable request.

Commissioner Nunes - They are requesting it be changed from Low Density Residential to Neighborhood-Community Commercial. Would the buildings be torn down and rebuilt?

Mr. Castillo - There are some that could be refurbished.

Commissioner Elliott - These properties are also in the Redevelopment project area.

Staff - The proposed land use, Low Density Residential, reflects existing use.

Commissioner Blahnik - We now have a single land use option plan that we are working from, and I would like to take these suggestions under consideration before making a decision.

Chairperson Wegener - We will make a list of these requests tonight and review them over the next two weeks and make a decision on October 13.

Dale Dillard, I own property at 809 Nevada Street (single family dwelling) and would like to keep the Medium Density Residential. There is R-3 zoning along this same block now.

Staff - The area is proposed as Low Density Residential reflecting the existing land use.

Planning Commission Minutes  
September 29, 1987

Ron Cheek, 903 W. Center Street. I am representing Tony Dutra for the properties at the southwest corner of Hwy. 120 and Airport Way. The demand for a regional shopping center and convention center are less than realistic. We are requesting that on the southwest corner 30 acres be redesignated BVS and 33 acres be Low Density Residential. On the southeast corner of Hwy. 120 and Airport Way we are requesting that 25 acres be redesignated NCC and the remainder of the 103 acres be Low Density Residential.

Representing Aldo Brocchini on the northeast corner of Hwy. 120 and Airport Way we are requesting that the area shown as Medium Density Residential be redesignated to NCC.

Michael Quartaroli, 160 Northgate Drive. I am representing Andrew Rossi for the property at the southeast corner of Airport Way and Louise Avenue. We had requested commercial which the Planning Commission agreed with but the City Council did not. We would hope that it would be reconsidered.

Staff - Council designated the immediate southeast corner as Low Density Residential.

Mr. Quartaroli - Also, I would request that the sphere of influence boundary line on Airport Way be shifted westerly to the Western Pacific railroad tracks, so that both sides of Airport Way could be developed.

Commissioner Blahnik - Is the primary urban service area eventually intended to equal the sphere of influence line?

Mr. Mintier - The City Council had earlier intended to depict the secondary urban service line as the sphere of influence line and recommend to LAFCO.

Mr. Quartaroli - South of the designated Recreation Reserve area, Residential Reserve is proposed in an existing flood plain area. I would request that a portion of the Recreation Reserve be relocated to the flood plain area.

Mary Meninga, 4707 E. Lathrop Road. We still want to be outside the sphere of influence boundary. We would prefer to have no land use designation.

Commissioner Moyer - You would prefer a greenbelt designation?

Mrs. Meninga - We would like to see it remain agricultural.

Georgianna Reichelt, 3605 E. Louise Avenue. We still want to have our agricultural designation. It is distressing to be included within the General Plan without knowing what is going on. There will be 4 to 6 lane roads surrounding the City which is a part of the General Plan. I am just trying to maintain our way of life.

Bill Phillips, Lathrop. We do not want to have our industrial area incorporated into the City of Manteca. That would be taking away our tax base.

Jim Ennis, Manteca-Lathrop Fire District. We met with LAFCO and they told us that the City had recommended the Western Pacific Railroad tracks as the sphere of influence.

Mr. Mintier - The City Council considered the 4 options to come up with a sphere proposal to LAFCO. The critical change was made within the last couple of months (secondary urban service boundary).

Mr. Ennis - We have some concerns about this plan. It would cut back a good deal of our tax base. We would then have concerns about our ability to protect the rest of our area.

Commissioner Moyer - What are the boundaries of your incorporation study?

Mr. Ennis - Roth Road to the north, Western Pacific Railroad tracks to the east, I-5 to the west, and the Western Pacific Railroad tracks all the way to the river to the south.

Planning Commission Minutes  
September 29, 1987

Karen Ojeda, 698 Milestone, Lathrop. The sphere of influence recognized by LAFCO ends at Airport Way. LAFCO said to us that the Western Pacific Railroad tracks would be the boundary for our incorporation. The City of Manteca needs to find another industrial tax base, not ours. You should keep to the boundaries set by LAFCO.

Commissioner Nunes - We have had requests for annexation by property owners in that industrial area.

Ms. Ojeda - We rejected the industrial project and that is why they came to the City of Manteca.

Commissioner Blahnik - We pushed the secondary boundary out at the time Lathrop was doing the mini study of incorporation.

Staff - We were aware that the incorporation study was near completion. However, the results of the study were just made known this evening.

Robert Lundbom, 9260 E. Woodward Avenue. I am concerned about the southeast quadrant of Hwy. 120 and S. Main Street where there is a mixture of LR, HI, LI, NCC and BVS. What is the primary goal of this meeting, can the Planning Commission make changes and forward to the City Council?

Chairperson Wegener - We will be taking input tonight and then make a formal recommendation to the City Council.

Mr. Lundbom - This parcel that is being requested for heavy industrial is completely out of place. Is that good planning or just directive?

Mr. Mintier - There was considerable debate by the City Council on this. When Yellow Freight came up the City Council asked the consultant to come up with options for that area. Through a series of 3 or 4 meetings the City Council took extensive public testimony and input on that area, and this land use diagram represents the conclusion of those recommendations.

Mr. Lundbom - On page 125 of the Background Report. The heavy industrial is not compatible. Page 278 visual and scenic liabilities. What is 60 acres of asphalt going to do to our gateway to the City. Page 281, context and overview. What are we creating by putting NCC and BVS here? Look at where it is located in reference to our downtown area. This is not good planning. Page 286, findings. A 60 acre parking lot for trucks is not upgrading visual quality for our gateway.

Commissioner Nunes - You are talking about being against the proposed heavy industrial land use designation?

Mr. Lundbom - Yes, it should be low density residential.

Richard Jones, 21092 Pillsbury Road. I represent 30 property owners known as the South City Citizens Group. We feel that the failure of the City Council to refer this to the Planning Commission was wrong. The definition on page 8 of the policy document is inconsistent with zoning. The zoning definition is far more dense and allows more uses than the General Plan designation shows. The Planning Commission was shown a high quality residential project for this area that is far more suitable. A residential project would clearly provide more tax base than a heavy industrial designation. We feel that the heavy industrial designation must be challenged. The draft E.I.R. fails to discuss this project in detail. A 200 foot strip of commercial around this is a fallacy. This General Plan is proposing to increase the commercial base about 10 times than would be acceptable in an ordinary time frame. The surrounding area would have the potential to be contaminated if this heavy industrial land use was approved. The gamble and potential effect on the City is a significant impact. We feel that it is essential that this information be included in the E.I.R. The E.I.R. fails to identify the impacts of traffic, lights, sound, air, and water pollution. They have been inadequately addressed. The E.I.R. fails to identify utilization of commercial. The E.I.R. needs to discuss the adequacy of the 200 foot strip of Commercial on proposed residential areas.

Planning Commission Minutes  
September 29, 1987

Charles Giles, 7899 Koftinow Court. I am not against Yellow Freight coming into Manteca. I am disappointed in the choice of location. That much traffic on So. Main Street is going to cause a lot of problems. I don't think we will see 1,000 employees at this business in our life time. Maybe 350 employees.

Ron Cheek, 903 W. Center Street. The Circulation Plan. The BVS designation to the east of Hwy 99 and south of Yosemite Avenue does not have any collector streets through the area. There should be collector street circulation from Yosemite south and out to Austin Road in this area.

Michael Quartaroli, 160 Northgate Drive. On page 28 of the policy document; limits the length of cul-de-sac lots to 300 feet. There should be language for an exception in general circumstances such as infill. This would utilize land in a much better way. Also, policy number 12 on page 28. This is good in certain areas but it would not be good on the proposed peripheral road ways. I am having a hard time with where these frontage roads could be used.

Commissioner Blahnik - If you put things that are specific and then City policies change than you have to do a General Plan update. That is what we don't want.

Mr. Quartaroli - Is there enough language here to be flexible. I don't think a frontage road would be good on Airport Way.

Chairperson Wegener - Why not use a frontage road on Airport Way?

Mr. Quartaroli - Even with a frontage road they would still be fronting on a major road.

Mr. Mintier - These policies are appropriate for the General Plan. One of the things you need to decide is whether you want decisions to guide all subsequent developments. It should be in the General Plan. You need a clear and consistent policy that would be consistent over the years. The framework and skeleton and how to deal with policies for development should be in the General Plan.

Commissioner Moyer - The City has never done a specific plan. Are we putting these policies in the General Plan and making them a specific plan? Could you give us a sketch on specific plans so that we can compare it to the General Plan.

Commissioner Nunes - Would you consider a situation where there were options for different areas. Should that be in the General Plan for what option you could choose.

Mr. Mintier - You pick out the basic circumstances. You would like to see more detail or explanation where those different treatments might be used.

Staff - A general policy for this type of implementation is not bad, but that should be spelled out in the subdivision ordinance. The current subdivision ordinance does not provide for the frontage road policy on major arterials.

Mary Meninga, 4707 E. Lathrop Road. I would like to see incorporated into the General Plan policies, that any future annexations have a detailed report on sewage capacity and the conversion of prime agricultural land.

Barbara Jones, 21092 Pillsbury Road. Page 11, #4 of the Policy Document. This is a good point when looking at land use. Could somebody explain the buildout calculations on pages 16 and 17 of the Assessment Report?

Mr. Mintier - Final buildout is simply that. This is every single parcel of land within the area and this is what would happen at buildout. The reason that we cut back on Office and BVS is when we did the E.I.R., commercial potential was far greater than what could be absorbed than residential. We have an abundance of commercial development. We tried to adjust the commercial category so that we could get a balance between commercial, industrial and residential.

Planning Commission Minutes  
September 29, 1987

Staff - Comments on the draft E.I.R. can be taken up to November 1.

Robert Bandoni, 9099 Woodward Avenue. Are we going to be able to discuss this again on October 13?

Commissioner Moyer - We will be discussing these recommendations on October 13 and making a recommendation to the City Council

John Frederick, Legal Counsel. Every subdivision has to be consistent with the General Plan.

It was then unanimously voted to adjourn this regular meeting of September 29, 1987 at 11:35 p.m. The next regular meeting of the Manteca Planning Commission will be held on October 13, 1987.

R.J. Chappinotti Marsha A. Wegener  
Secretary Chairman

MINUTES OF MANTECA CITY COUNCIL SPECIAL  
GENERAL PLAN UPDATE MEETING  
HELD JANUARY 25, 1988

The special meeting of the Manteca City Council, held January 25, 1988, in the Council Chambers, 1001 W. Center Street, Manteca, California, was called to order by Mayor Jack C. Snyder at 7:00 p.m.

ROLL CALL: The following members of the City Council were present: Balsinger, Dowhower, Mezzetti, Perry and Snyder. Also present were City Manager David Jinkens, City Attorney John Brinton, City Clerk Joann Tilton, Director of Planning Phil Sanguinetti, Consultant Larry Mintier, and various department managers and mid-manager.

Larry Mintier, General Plan Consultant - There are several important things that the City Council needs to address tonight. First, consideration of the recommendations of the Planning Commission.

Second, you will have an opportunity tonight to hear from the general public concerning their feelings on the general plan, the policy document, the background report, and the environmental impact report.

Third, in your package you have the written comments which have been received to date on the general plan policy document and the E.I.R. Under State law you are obliged to submit the draft general plan to the state, concerned public agencies at the state and local level, federal agencies, and also the public. Under CEQA you must make the E.I.R. available to affected agencies. You must send it through the State Clearinghouse. This process is now complete.

Fourth, there are a lot of loose ends, the Planning Commission recommendations, additional requests for changes that have come in, written comments that have not come through the State Clearinghouse process, the Growth Management Program. Much of what you are going to be doing tonight is to try to pull together the loose threads. Depending what you do with the General Plan, we, the Consultant team, will have to prepare the final E.I.R. and come back to you for adoption.

The Planning Director stated that the Planning Commission has recommended land use designations to the City Council. There were 14 recommendations for land use designation changes. There are also 6 additional land use designation requests that came in after the Planning Commission made their recommendation to the City Council. There have been some policy document modifications which the City Council has had an opportunity to look at.

AGENDA ITEM 1A

Request #1 - This is a request that came to the Planning Commission to recommend a change in the General Plan Land Use. The location is on the north side of Alameda Street both west and east of the Western Pacific Railroad. The request was to modify the land use designation to high

density residential. The Planning Commission denied this request and recommended that denial to the City Council.

Request #2 - This is for additional high density residential designation. This is located on the northeast corner of Lincoln Avenue and Edison Street. It is currently proposed to be low density residential. The Planning Commission recommended denial on the change to high density residential to the City Council.

Request #3 - This request is for neighborhood community commercial designation west of Locust Avenue on the south side of Yosemite Avenue. At the present time much of this area is residential in nature and designated as that on the General Plan. The Commission felt that the whole block face between Locust and Walnut Avenues was in a transition area and recommended a commercial designation to the City Council.

Request #4 - This request is on the north side of Nevada Street. The requested designation is medium density residential which would be a buffer to the NCC. The Commission concurred to that change and recommended approval to the City Council.

Request #5 - This request was submitted to redesignate the area on the southwest quadrant of Airport Way and the 120 Bypass. It was shown as BVS in its entirety. The request came to the Planning Commission to split the parcel into low density residential and BVS. The Commission recommended denial to the City Council and keep it all BVS.

Request #6 - This request is located on the southeast quadrant of Airport Way and the 120 Bypass. The request is for a portion to be designated low density residential and the rest to be NCC. The Planning Commission denied the request and recommended to the City Council that the NCC designation be left as it is.

Request #7 - This request is on the northeast corner of Airport Way and the 120 Bypass. The request is to add 4 to 5 acres of NCC. The Planning Commission recommended approval to the City Council.

Request #8 - This request is on the southeast corner of Airport Way and Louise Avenue. The General Plan is currently low density residential, The request is to change 10 acres to NCC. The Planning Commission recommended approval to the City Council.

Request #9 - This request is an area bounded by Louise Avenue on the north, Yosemite Avenue on the south, Airport Way on the east, and the Union Pacific Railroad tracks on the west. The Planning Commission recommended to the City Council to designate this as Light Industrial and add to the primary urban service boundary.

Request #10 - This request is to add an area of commercial reserve and switch with an area of residential reserve in the southwestern quadrant of the secondary urban service boundary mainly because of the flood plain. The Planning Commission recommended approval to the City Council.

Request #11 - This is a request to remove that area north of Lathrop Road and west of Hwy 99 to Airport Way to be removed from the General Plan boundary. The Planning Commission recommended denial to the City Council.

Request #12 - This request came from the Lathrop Water County District to be excluded from the secondary urban service boundary. The Planning Commission recommended denial to the City Council.

Councilman Mezzetti stated that there is a point of clarification. This request was initiated by 2 members of the Lathrop Advisory Committee not the Water District.

Request #13 - This request is for the southeast quadrant of S. Main Street and the 120 Bypass. The Planning Commission recommended this be BVS and low density residential to the City Council.

Request #14 - This request is a change in the circulation system. The change was made to add a proposed collector street between Austin Road and Yosemite Avenue. The Planning Commission recommended approval to the City Council.

#### AGENDA ITEM #2

The Planning Director noted that we would now go to the 6 additional land use requests that did not go to the Planning Commission.

Request A - This request is located on the west side of Walnut Avenue north of Davis Street. The request is to change from a medium density residential designation to a office professional designation.

Request B - This is for a high density residential designation on the south side of Yosemite Avenue between Veach and Sequoia Avenues. At the present time it is designated as low density residential.

Request C - This request is for a medium density residential designation on the southeast corner of Edythe Street and Mulberry Circle. This area is mostly a single family area with some duplexes mixed in.

Request D - This request on the east side of Airport Way north of Yosemite Avenue which is a part of the St. Joseph's property was designated as low density residential. This request is to change this 16 acres to office professional.

Request E - This request is on the southeast corner of Grand Prix and Yosemite Avenue. It is currently designated and zoned for office professional. The request is to change to neighborhood community commercial.

Request F - This request is an L shaped parcel at the northwest corner of Walnut Avenue and Alameda Street which is designated as medium density residential. This request is for the medium density be left as it is.

The Planning Director noted that there are some policy document changes to be discussed also.

AGENDA ITEM #3

The Planning Director noted that the responses that have been received from the various agencies are in the agenda packets and will be reviewed at this point.

The first response is from the Lathrop County Water District. These are policy document requests.

Larry Mintier stated that comment #1 is a major policy issue. Comment #3 is a clean up matter for the Background Report. Comment #4 has to do with the Clean Water Grant and I am not in a position to respond to this at this time.

The Planning Director noted that the second comment is from the San Joaquin County Public Works Department and the comments are ministerial changes to the final E.I.R.

The Planning Director noted that the third comment is from the Department of Housing and Community Development. These comments will make changes to the Housing Element of the General Plan.

Larry Mintier stated that Point A, 1 and 2, need to be addressed in the Background Report. Point B raises a question about rehabilitation for a quantitative objective.

Councilman Mezzetti inquired would this rehabilitation be done under Redevelopment Funds?

Larry Mintier stated that to a large extent, yes. We will be looking at a number of units that could be rehabilitated through various grants such as RDA and CDBG.

Point C, #1 identifies the adequacy of site specific on regional housing needs for all income levels. I am not sure we can satisfy them.

Point C, #1 is calling for a greater commitment to new housing and rehabilitation. We do need to come back to the City Council with a program for affordable housing.

Point C, #3 and #4 is to include programs to conserve and improve the condition of the existing affordable housing stock. These are areas that we will be coming back to you with suggestions. They will also be dealt with in the Growth Management Ordinance.

The City Manager noted that there are specific requirements in housing that must be met before any growth management plan can be adopted.

Councilman Mezzetti stated that right now there is over 86% of the units are to be marketed above the moderate level income.

Councilman Balsinger stated that if our Growth Management plan does not meet these requirements then we must justify it by why we cannot meet the housing element.

The Planning Director stated that the next comment is from the Local Agency Formation Commission. The comments are related to the Final E.I.R. concerning the sphere of influence.

Larry Mintier stated that Points 1 and 2 are easily dealt with. Point 3 does raise an important issue that the E.I.R. does not go through an exhaustive description of impacts on the secondary urban service boundary and then the E.I.R. would not be sufficient to support a request for a sphere of influence with the secondary urban service boundary.

Councilman Perry inquired then the secondary urban service boundary would not be included in the General Plan because it is not included in the E.I.R.

Larry Mintier stated that it does not have to be removed from the General Plan simply because the analysis does not meet what LAFCo thinks should be done. This is still a statement of intention.

The Planning Director noted that the next comment is from the San Joaquin County Planning & Building Inspection Department. They speak to the commercial reserve north of State Route 120 which should be industrial reserve. They also speak to the need of six lanes on Airport Way, Lathrop Road, and Woodward Road. There are ministerial changes to the Background Report also.

The next comment is from the State Department of Transportation (Cal Trans). The comments are policy in nature.

Larry Mintier stated that the first comments are that the traffic figures by Joe Holland do not adequately address the independent traffic volume figures by Cal Trans. The final E.I.R. will address the difference between these figures and rationalize the figures.

Mayor Snyder stated that in Stockton one of the actions they are considering is the Westin Ranch project and I wonder if that was taken into their counts. At COG, I asked the question, "if they give us a set of figures and Lathrop incorporates, will they have any affect on the figures," the answer was yes, the figures would have to be changed.

Larry Mintier stated that we will be speaking to COG on their traffic model.

Points #3 and #4 concern the eastward extension of the 120 Bypass.

Point #6 they are suggesting that the City make a more explicit commitment to parallel a street north of the 120 Bypass to keep the local traffic from overloading the Bypass.

Point 7 they are suggesting you make a commitment to reducing total trip ends. Supporting park and ride facilities.

The Planning Director noted that the next comment is from the Department of Food and Agriculture. They are substantiating what the General Plan documents have to say about farm land and urban services as the community begins to grow.

Larry Mintier stated that they are suggesting that the City consider a right to farm ordinance.

The Planning Director noted that the next comment is from Department of Transportation Division of Aeronautics. They are making comments to the E.I.R. and the school sites within 2 miles of the Sharpe Army Depot airstrip. Also that the St. Dominics Hospital will be having a helispot.

The Planning Director noted that the next comment is from the Native American Heritage Commission. They discuss known and recorded archaeological sites of the Native American. Our General Plan does discuss these sites.

The Planning Director noted that the next comment is from the Downtown Business District and speaks to the designation of the central business district. They would like to see the business district expanded. We will further into this later.

The Planning Director noted that the last comment is from the Manteca Rural Committee. The letter speaks to their request is to be excluded from the sphere of influence.

The Planning Director noted that there is one other area that has been touched upon and that is the sphere of influence boundary. The primary urban service boundary is the 20 year growth plan that all the figures have been completed for. This will be recommended to LAFCo after the General Plan has been adopted.

Councilman Perry inquired that the sphere of influence boundary will be after the General Plan is adopted?

Larry Mintier stated that would be based on the land use plan and as soon as the plan is adopted, the sphere of influence will be recommended to LAFCo. We will help you package this to submit to LAFCo.

Councilman Mezzetti inquired that you use the planning area boundary to assemble data to incorporate into the General Plan?

Larry Mintier stated yes the date came from the whole area.

Councilman Perry stated that the secondary urban service boundary is what we have talked about being the sphere of influence. What does the secondary urban service boundary represent?

Larry Mintier stated that what is within the primary urban service boundary is what you have to grow within 20 years. What is ultimate?

Lets look at 30 to 40 years into the future which could be the secondary urban service boundary. This would be the justification for a sphere of influence but it would not be the sphere itself.

Councilmember Dowhower stated if we don't recommend the secondary urban service boundary as the sphere of influence then we will have no say of what goes on in that area.

Larry Mintier stated that LAFCo is playing referee in that area. If it is within the sphere of influence but not in the City, than the County has control over the land use proposals.

#### RECESS

The City Council recessed from 8:40 p.m. to 9:00 p.m.

Mayor Snyder stated that we will open the public hearing and taking testimony at this time. You are free to discuss any of the items involved in the General Plan Update. When you do speak try to keep your presentation brief and to the point. If we do not finish with public input this evening we will have to decide if we want to continue the public hearing to another night.

Ron Cheek, 903 W. Center Street. I am representing a number of people. The first item is #5 and #6, the Dutra property on the southwest quadrant of Airport Way and the 120 Bypass and the southeast quadrant of the same interchange. The recommendation of the Planning Commission is that the entire 65 acres on the southwest quadrant be shown as BVS and the entire 100+ acres on the southeast quadrant be shown as NCC. The request that I have is that area be shown with reduced commercial and BVS and the remainder be low density residential. The Planning Commission denied this because of their concern of the amount of residential adjacent to the Bypass. On the southwest quadrant we show approximately 50% to be residential and 50% to be BVS. We attempted to provide a street corridor along the Bypass. We felt we have dealt with the concerns of the safety and aesthetics of the residential next to the Bypass on both quadrants the frontage road.

The amount of commercial and BVS we feel that it would be some time before the magnitude of commercial can be developed. We feel that there is not a demand for 100 acres of commercial.

Councilman Perry inquired about the amount of acres in the commercial area.

Ron Cheek stated that we have 27 acres of BVS on the southwest side and 21-1/2 acres on the southeast side. We would request that these be approved.

Councilman Mezzetti stated that we discussed this about three meetings ago. I have the October 13, 1987 Planning Commission minutes and they recommended denial. What impact would this have to the Growth Management program.

Councilman Balsinger stated it would have to fall into place with everybody else.

Councilman Mezzetti stated that I was an advocate of a regional shopping mall and I feel that is an appropriate place for a regional shopping mall. And now you want to modify the designation because you feel that the regional shopping mall is unrealistic?

Ron Cheek stated that is correct. In the short term a regional shopping mall is impractical. A regional center requires approximately 100,000 people to draw upon. There is an alternate site for a regional shopping mall in the long term.

Councilman Mezzetti stated that I took a strong position earlier of having homes adjacent to a freeway.

Ron Cheek stated that there would be a frontage road along the freeway with a small landscaped area between the frontage road and the freeway and a large landscaped area opposite the frontage road and then the wall. It would be approximately 100 feet from the freeway to the first backyard.

Item #7, Aldo Brocchini's property on the east side of Airport Way. The proposed plan shows NCC along the entire frontage of Airport Way. We would request that this be NCC as shown.

Item #12 is request to eliminate the secondary urban service boundary. At this time I am representing Kearney Ventures. We would request that you leave the secondary urban service boundary intact.

Item #13, I would like to speak for Roger Bianchi and Atherton-Kirk. Roger Bianchi owns approximately 60 acres on the north side of Woodward Road. The current general plan shows as industrial park. The Planning Commission recommended residential and Mr. Bianchi would request that his land be shown as residential. He would also request a 200 foot strip of commercial if Yellow Freight does go in. If the Yellow Freight property remains residential then the commercial would not be needed.

The area south of Woodward Road is a 120 acre proposal by Atherton-Kirk which has a proposal for a 50 acre community park. There is also a 250 acre strip of commercial for a buffer if Yellow Freight goes in. With the offer for a park what is the appropriate general plan designation for that specific 50 acres?

The Planning Director noted that it would be a quasi-public designation.

Mr. Cheek stated that we recommend the general plan be so designated.

Item #14 which is a part of the circulation element. We recommended the proposed collector street be added to the general plan.

Mr. Cheek stated that the last item is under Agenda Item #2 E. This is property owned by Paul Fry on the southeast corner of Grand Prix and

Yosemite Avenue. The request is to be changed from office professional to neighborhood community commercial.

Ruby Baldwin Stappenbeck, 1187 N. Main Street. I own property on the southwest corner of Walnut and Alameda. It is zoned R-4 and I would like it to stay that zoning. I also represent my brother Mike Erdman who has 3 acres to the west of my property. He would like one acre to be high density and the rest to be medium density.

The Planning Director noted that currently that area with the exception of the apex of the triangle which is the one farthest to the west and abuts the railroad track is currently zoned R-1 and designated as low density on the current plan. The remainder of the property is designated as medium density on the current plan.

Michael Quartaroli, 160 Northgate Drive. I would like to speak to Items #8, 9, and 10. Item 8 is the original request for the Aksland - Rossi property at the corner of Airport Way and Louise Avenue. The request is for NCC on a 10 acre site to serve this end of the community. The Planning Commission supported our request and we would ask for your support.

Councilman Mezzetti stated that because of the proximity of this request to the school district office, if there any problem with that.

The City Manager stated that he is not sure how close to the district office this is.

Larry Mintier stated that he would assume this would not relate to administrative facilities.

Michael Quartaroli stated that item #9 is on the west side of Airport Way, south of Louise, and east of the Union Pacific Railroad. We request a couple of things on this site. We would request this be designated as residential, not light industrial. My clients are Aksland and Rossi. The lower left hand portion the request is to keep that as light industrial and the remaining portion to be residential. We would also like the primary urban service boundary to be shown to the Union Pacific Railroad tracks.

Item #10 is the property at the southwest quadrant of Manteca. The request is to exchange approximately 215 acres of commercial recreational reserve to residential reserve. In the last several months the levy along the northeast side of the river has been built up and brought up to FEMA standards. Williamson Road has been reconstructed so that from I-5 to Airport Way the levy has been brought up to FEMA standards. That is now out of the flood plain and we would like to use that property for residential. Then the property in the flood plain could be recreational reserve. The residential would be on the corner of McKinley and Woodward Roads.

Larry Mintier inquired as to what is the schedule of the levy work?

Mr. Quartaroli stated that all of the information has been submitted, the deadline was January 8. The County has not yet accepted the improvements of Williamson Road, but they will some time in the future.

Jim Rader, 1781 Beachwood Way, Pleasanton, CA. I wanted to request that the parcel on W.Yosemite Avenue be designated high density residential to allow a four plex.

The Planning Director noted that there are some mixed uses in the area. The current General Plan designates this parcel as low density. The zoning is R-3.

Larry Mintier stated that the plan proposes this to be low density residential. This is a difficult place to look at just one parcel. You need to look at the whole block.

Councilman Mezzetti stated that in some of our earlier discussions with the Main Street program, Yosemite Avenue from the downtown to Union Road on both sides of the street will be commercial.

Larry Mintier stated he did not know about that.

Mr. Rader stated that there are some older homes in this area, but I don't think that this is going to stay single family for very long.

James, Sadler, 1034 12th Street, Modesto, CA. I want to speak to the property that is owned by Dr. Larson. He owns the parcel on the southeast corner of Walnut and Alameda Streets that you designated as high density residential. The other property is located on the north side of Alameda Street next to the railroad tracks. It is a small triangular shaped parcel that in 1985 a site plan was approved for a small apartment complex. Then the moratorium hit. The most significant problem we have is that there has been property dedicated to the City. It is a very difficult piece of property to put single family homes on. I would encourage you to carefully look at this in your consideration.

Councilman Mezzetti stated that as I recall Dr. Larson was going to place single family residences next to the home owners who objected to this and then the apartments.

Mr. Sadler stated that the site plan that was initially approved was going to have 2 story apartments and then there was opposition so Dr. Larson had the project redesigned so that there would be single story apartments in the back. Dr. Larson is willing to work with you on this.

Becky Fernandes stated that Mark Oliver had to leave early. If the public hearing is continued he could speak at another time or I can speak for him.

Mayor Snyder stated that he would put Mr. Oliver's name at the bottom of the list.

Donna Bordenkircher, 7000 E. Woodward Road. I would like to speak on the Yellow Freight project locating on S. Main Street. My concerns are

increased traffic on Woodward Road. The 120 Bypass is already being called suicide alley and this will put more traffic on the Bypass. I am concerned about the above ground storage of fuel. There will be increased danger to children waiting for school buses along S. Main Street and Woodward Road. Children that live south of Manteca that will be driving to school will face increasing hazards during foggy weather.

Jane Lewis, 20319 S. Union Road. I would like to address the Yellow Freight issue also. I would urge you to vote no to Yellow Freight locating at this location. There are three alternate sites of which they are aware of. With two trucks entering and leaving every five minutes is going to cause a lot of congestion on S. Main Street, Woodward Road, and the 120 Bypass. The E.I.R. did not fully address the traffic on the 120 Bypass.

Robert Lundbom, 9260 E. Woodward Road. Please accept the Planning Commission recommendation of Item #13. Our Bypass is an attractive area for commercial development. If we locate Yellow Freight here we will be putting a cork on the Bypass. The draft E.I.R. says there will be 2,290 two way trips for the trucks. The report from Cal Trans says that a third lane will be needed on the Bypass. When the Bypass is expanded to six lanes, then Yellow Freight should look into this area. Today, they should look toward I-5 which could accommodate them. I don't think the City Council should adjust the General Plan for Yellow Freight.

Nile Glasebrook, 10990 Roe Avenue, Overland Park, KS. I am with Yellow Freight. I would like to address Item #13. The Planning Commission recommendation should be rejected. There is one issue we should address and that is the appropriate zoning for that location. Is Yellow Freight a heavy industry or a light industry? We recommend that our hub terminal be a permitted use.

Tom Wilson, 860 N. Main Street. I am here to address Agenda Item #2 C. My clients purchased the property on the southeast corner of Edythe Street and Mulberry Circle in 1979. At the time the zoning was R-3. At a future point in time they wanted to construct a triplex. The property adjacent to this has a triplex and there are duplexes in the area.

Doug Felt, 763 McFall Place. In general what I am requesting is that the industrial area in Item #9 should not be changed to low density residential. We need to keep as much commercial and industrial property as possible. We need a tax base for the future.

Janet Gladfelter, 229 E. Weber Street, Stockton. I have questions on the procedure. Will any changes to the draft General Plan have to go back to the Planning Commission?

The Planning Director noted that any substantiative changes to the Policy Document would have to go back to the Planning Commission.

Janet Gladfelter inquired if you are toward the end of the public hearing process and how close are you to final adoption.

Mayor Snyder stated that we have had all the requested changes before us and I don't anticipate anymore.

Janet Gladfelter inquired if the Consultant has the current noise level on Lathrop Road between Airport Way and Hwy. 99?

The Planning Director noted that on page 259 of the Background Report there is a figure on existing noise centers on Lathrop Road.

Janet Gladfelter stated that those figures are from 1985. Are they still current?

Larry Mintier noted that the initial effort was to set up a base line. There has been additional development in that area but we stay with the 1985 base line.

Janet Gladfelter stated that with the base line figures and the proposed development to the west, are the figures consistent with a six lane thoroughfare?

Larry Minter stated that we have tried to make performance standards to go by.

Janet Gladfelter stated that on page 150 of the Background Report the traffic volumes on Main Street and Yosemite have a wide range. There is a considerable difference on the range on Lathrop Road.

On the rate of growth and the housing element, on page 45 of the Background Report there are projected regional needs. What rate of growth is this?

Larry Mintier stated that it is approximately 4%.

Mary Meninga, 4707 E. Lathrop Road. I represent the Manteca Rural Committee who strongly oppose to being included in the sphere of influence and oppose the widening of Lathrop Road. We strongly urge you to give us a frontage road and reroute the traffic.

Mayor Snyder stated that we can continue the public hearing. Is next week enough time? If we take action on land use designations will that move the Consultant process along?

Larry Mintier stated that next week you would be sorting through these issue and getting a consensus on some of these and what direction you want us to take.

Mayor Snyder asked if we were to act on the land use designations would that give you the direction you need.

Larry Mintier stated that is a very big step, but there are policy document changes and letters that have to be commented to.

Mayor Snyder asked where are we with the Growth Management Ordinance?

The Planning Director noted that Mike Durkee is working on that and I will finding out what the time frame is.

Mayor Snyder stated how about February 2, 1988 at 7:00 with a 11:00 time limit?

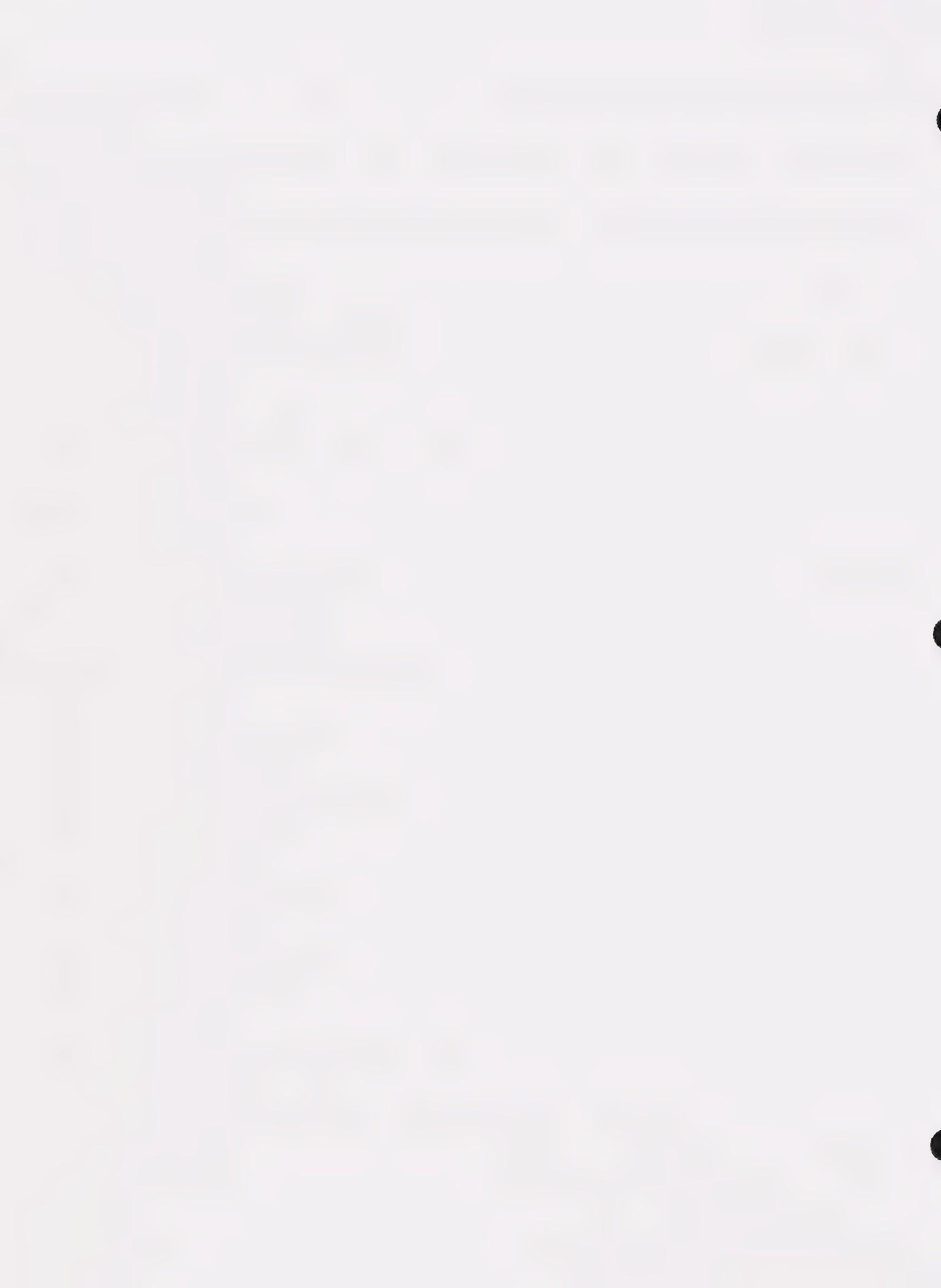
ACTION: CONTINUE PUBLIC HEARING TO FEBRUARY 2, 1988 AT 7:00  
(Balsinger-Dowhower) Unanimous Vote.

ADJOURNMENT

The meeting of the Manteca City Council adjourned to February 2, 1988, at 7:00 p.m. in the City Council Chambers, 1001 W. Center Street, Manteca, California.

JACK C. SNYDER  
MAYOR

JOANN TILTON  
CITY CLERK



MINUTES OF MANTECA CITY COUNCIL SPECIAL  
GENERAL PLAN UPDATE MEETING  
HELD FEBRUARY 2, 1988

The special meeting of the Manteca City Council, held February 2, 1988, in the Council Chambers, 1001 W. Center Street, Manteca, California, was called to order by Mayor Jack C. Snyder at 7:00 p.m.

ROLL CALL: The following members of the City Council were present: Balsinger, Dowhower, Mezzetti, Perry and Snyder. Also present were City Manager David Jinkens, City Attorney John Brinton, City Clerk Joann Tilton, Director of Planning Phil Sanguinetti, Consultant Larry Mintier, and various department managers and mid-manager.

Mayor Snyder stated that this is a continued public hearing on the draft General Plan. If there is anyone in the audience that would like to speak please turn in a pink slip on the agenda.

Mark Oliver, 117 N. Maple Avenue. I am here representing the main street executive committee. We have a couple of issues of concern on the General Plan. The first is the earthquake mitigation measure standards that was proposed in the policy document. They are more stringent than state requirements and building code requirements. This could be detrimental to downtown. Another issue that we are concerned with is a potentiality of designating a central business district. Presently our Committee is involved in the boundaries of AB103. That area was developed as a retail center for a community of approximately 3,000 to 4,000 people. What we would like to see is expanding that area and we think if you extend that to the south to the Bypass on S. Main Street, to the north on Alameda Street, to the west to Union Road, including City Hall, and to the east to Fremont Street.

Ray Peart, 641 Privet Place. I would like to emphasize that we would like to see the R-1 zoning on the north side of Alameda Street. That is the Papadogiannis property and the Larson property.

Kelly Cassidy, 640 Privet Place. Mr. Peart's property and my property back up to Dr. Larson's property. I would like to see this property remain R-1. With Eavenson's property now being development as single family and letting Dr. Larson put in apartments in that area would create a thumbprint of apartments that are surrounded by houses. We don't feel that area is the place for apartments.

Melford Larson, 7609 Northland Road. The property that Mr. Cassidy just referred to is my property and I am concerned about it. We did meet with the neighbors, but did not make any decisions. They were concerned that the people on the second floor would be looking down into their backyards. We took care of that by making the units that face them with no windows or balconies facing them. This is a severely constricted property. An apartment complex is the most attractive project for that property. This would be a senior citizen complex. The whole area was previously zoned R-4. We have invested a lot of money into this project

already. On the property across the street there was site plan approval for a large apartment complex. We would request that the City Council leave the zoning as it is on both properties.

Bill Castillo, 807 Pine Street. I represent Bob Davis. The request is that the property on the northwest corner of Davis and Walnut Streets be designated to office professional.

Dan Thompson, 1016 12th Street, Modesto. I am representing John Verner. Our request is for the 13 acres north and west of the St. Joseph's project. We are requesting that this property be designated as office professional.

Brandi Rose, 819 N. Grant Avenue. I am representing the high school students of Manteca regarding the Yellow Freight company who wish to locate their terminal on S. Main Street and Woodward Road. We have a petition that is signed by the majority of the Manteca High students against Yellow Freight locating at this property. We have photos of accidents that happened on the Bypass. In 1987 there were 83 accidents, five which were fatal. There were a total of 72 injuries and nine killed according to the Cal Trans report from Jan 1, 1986 through December 31, 1987. If we have a truck terminal located on S. Main Street it would be located in the busiest entrance to Manteca. A truck terminal would make the traffic much worse.

At this time Brandi Rose read a letter that is being submitted to the editors of both newspapers with their concerns. Yellow Freight could be located in a different location than S. Main Street.

Jan Mariano, 440 Market Street, Colusa, CA. I am representing the Lathrop County Water District. I would like to speak to the secondary urban service boundary. The existing Lathrop Water County District has a sphere of influence established by LAFCo. Your secondary urban service boundary comes into our sphere of influence. We did submit a letter to the San Joaquin County Planning Department, dated November 3, 1987 indicating that we wanted several changes to be identified in the General Plan. One, all the Lathrop County Water District be removed from the secondary urban service boundary. In the Assessment Report, page 44 the last sentence of item 4-b.2 should be changed to read as follows: Notwithstanding this policy the City is required by an agreement with the Lathrop County Water District as a condition of the clean water grant received by Manteca to continue to allocate a portion of any future sewer plant capacity enlargement to Lathrop area. We would request that the secondary urban service boundary meet the Lathrop County Water District boundary.

Larry Mintier asked if the sphere of influence include all of Sharpe?

Jan Mariano stated yes as adopted by LAFCo.

Ron Cheek, 903 W. Center Street. Representing Kearny Ventures 540 industrial project. We request that this be property be included within the secondary urban service boundary. Also I would like to speak to item #4. The policies of the plan discuss concentric growth. We would

request that those paragraphs that reflect concentric growth in relation to industrial development be excluded from the policy document.

Maria Esteves, 6445 E. Woodward Road. I would like to read a letter dated January 29, 1988, "To whom it may concern, the present proposal of the Yellow Freight facility on S. Main Street has created a great deal of controversy. On balance it would seem that such a distribution center should be located in an area more remote from homes and already congested traffic. In addition, the site could be a depot for potentially hazardous materials in the future and the heavy flow of large of large trucks on the 120 Bypass could contribute to an increased number of trauma victims resulting from highway accidents. Sincerely, Joseph D. Williams, M.D."

Sandra Breitenbucher, 1532 S. Main Street. There are many questions left unanswered by the City Council and by Yellow Freight and I feel that some of them need to be addressed. There has been much talk about the road, the safety of the Bypass, the overpasses and S. Main Street and Woodward Road. These roads were not designed to carry heavy trucks. These roads would have to be completely redone and widened. No one answers the question of who will pay for road improvements. What will happen to the Bypass when one truck every 5 minutes at slow speeds attempts to enter the flow of traffic 24 hours a day. These are just some of the major concerns of caring citizens and should have conclusive answers. I would like to address one other problem and that is the quality of life that we have in Manteca.

Michael Quartaroli, 160 Northgate Drive. I am representing the Aksland -Rossi property at the intersection of Airport Way and Louise Avenue. We are requesting that the City Council expand the primary urban service boundary to the Western Pacific Railroad.

The City Clerk read a letter dated January 30, 1988. Regarding the proposed General Plan on Lathrop Road. "On behalf of Mary Meninga and the Manteca Rural Committee I submit for your consideration a summary of my client's objections to the planned widening of Lathrop Road along existing right of way, particularly from Union Road to Highway 99. We believe there is a better alternative of swinging the route north from Airport Way to Highway 99. At the out set we want to go on record in our praise for the goals and policies set forth in the General Plan which is before you for adoption. The September, 1987 draft should enable us to achieve a well planned City while accommodating growth. The proof of the plan is of course the implementation. Therefore, we request that Council make all necessary revisions before final adoption so that the new General Plan will reflect the policy decisions to reroute Lathrop Road to the north from Airport Way or Union Road to Highway 99. And, to include an implementation calling for the acquisition of yet undeveloped land at the proposed northern City limits for the right of way. Additionally, you may find it useful to include a Lathrop boulevard specific plan as another implementation measure. We believe our proposal is dictated by the goals, policies, and facts set out in the draft General Plan and supporting documents, including but not limited to: 1. Lathrop Road is the only east west route beside the troublesome 120 Bypass which has freeway interchanges to both I-5 and

Hwy. 99 as such it is a natural cross over route and will bear significant traffic over and above that generated by Sharpe Army Depot and the industrial and residential development in northern Manteca. 2. Lathrop Road has been designated as the northern ring road and classified as both a principle road and an arterial. 3. Lathrop Road must be widened to four plus turn lanes if the Raymus-Airport Way and Calvary Baptist Church annexations are to proceed. 4. Except for Yosemite and Main Street whose intersections forms the heart of downtown Manteca, Lathrop Road has by far the highest minimum traffic loads within the general planning area. 5. The cumulative development of the 16 presently proposed projects in the area bounded by Lathrop Road, Airport Way, Louise Avenue and Main Street would generate 25,790 trips daily with approximately 16% or 4,100 additional trips burdening Lathrop Road. 6. Chadwick II, Raymus-Airport Way annexation will pour more than half of the cumulative traffic onto Lathrop Road at 2,185 trips daily. 7. Lathrop Road is already near capacity for Class B service. Another 2,500 cars per day would throw that road into a C level of service which represents an unacceptable level of delay for Mantecans. Level of service C is often considered to be the worst service level which can be tolerated without mitigation measure to improve peak hour conditions. 8. The transportation element of the draft General Plan sets out several policies worth reciting here, major circulation improvements which are not tied to abutting development should be implemented ahead of or at the same time as major new development within the City which would otherwise result in serious traffic impacts for some or all of the remaining circulation systems. Residential subdivisions with lots fronting on a major arterial or collector street shall provide for a separate frontage road. In residential subdivisions backing onto a major arterial or collector the developer shall have the option to build a six foot high masonry wall or combination wall and berm, or combination berm and attractive fence. 9. Goal B of that element to minimize traffic accidents and hazards. Goal D to provide a safe and secure bicycle route system will both be facilitated by the conversion into a frontage road of the existing section of Lathrop Road from Airport Way to Hwy. 99. Residents along Lathrop Road have warned City officials of the dangers to themselves and their school children. Within hours they lost a dear neighbor victim of just such an accident on Lathrop Road. 10. Land Use Policy C-4 anticipates large shopping centers at the intersection of Lathrop Road and the freeway. The impact on Lathrop Road is not calculated but shown it will be major. 11. The industrial parcel that has already attracted CoGen and Kearny Ventures can also be expected to impact Lathrop Road adversely. Therefore the Manteca Rural Committee urges the City Council to make the necessary revisions before adopting the proposed General Plan to clearly reflect the decision to reroute Lathrop Road from the vicinity of Airport Way to Hwy. 99 and to call for the acquisition of undeveloped land to the north of the existing road for this purpose. The longer the City of Manteca delays the inevitable the more difficult the acquisition will be in the higher overall cost of the boulevard. Upon the adoption of these recommended changes the Manteca Rural Committee would cease to oppose the Raymus-Airport Way annexation. Respectfully, Janet K. Gladfelter, Attorney for Mary Meninga, Manteca Rural Committee."

ACTION: CLOSE PUBLIC HEARING (Balsinger-Dowhower) Unanimous Vote

Mayor Snyder stated we will start with Item 1A. That is the discussion and decision of specific land use requests and the Planning Commission recommendations 1 through 14.

The Planning Director stated that Request #1 is to designate this area as high density residential. The Planning Commission had recommended denial.

ACTION: REQUEST #1 BE DENIED (Perry-Balsinger) Motion passes with a 4-1 vote (Dowhower voting no).

The Planning Director stated that Request #2 is for the designation be changed from low density to high density on the northeast corner of Lincoln and Edison Streets. The Planning Commission recommended denial.

ACTION: REQUEST #2 BE DENIED (Balsinger-Perry) Unanimous Vote.

The Planning Director stated that Request #3 was for a single parcel of land on the southwest corner of Locust and Yosemite. The Planning Commission felt that in transition this area is mostly commercial and it would be more consistent to have the whole block face between Locust and Walnut be designation as neighborhood community commercial.

ACTION: REQUEST #3 BE APPROVED AS NCC (Perry-Balsinger) Unanimous Vote.

The Planning Director stated that Request #4 that this is on the north side of Nevada Street between Walnut and Locust. The request is for the designation of medium density residential. The Planning Commission felt this would be a good buffer and recommended approval.

ACTION: REQUEST #4 BE APPROVED AS MR (Perry-Balsinger) Unanimous Vote.

The Planning Director stated that on the original General Plan this southwest corner of Airport Way and the 120 Bypass was designated as BVS. The request to the Planning Commission was to split the area with BVS and low density residential. The Planning Commission recommended denial.

Councilman Mezzetti inquired that the low density residential will generate about 100 homes?

The Planning Director stated that is correct.

ACTION: APPROVE ITEM #5 AS BVS & LDR (Balsinger-Perry) Unanimous Vote.

The Planning Director noted that this item is an area of over 100 acres that was originally designated as NCC on the southeast quadrant of Airport Way and the 120 Bypass. The request has been made to make approximately 20 acres for NCC and the remainder as low density residential. The Planning Commission recommended denial.

ACTION: APPROVE ITEM #6 AS NCC & LDR (Dowhower-Balsinger) Unanimous Vote.

The Planning Director noted that this is an area to be added NCC already designated on the northeast quadrant of Airport Way and the 120 Bypass. The Planning Commission recommended approval.

ACTION: APPROVE ITEM #7 AS NCC (Perry-Balsinger) Unanimous Vote.

The Planning Director noted that this was originally designated as low density residential. The request was to redesignated a 10 acre parcel as NCC at the southeast corner of Louise Avenue and Airport Way. The Planning Commission recommended approval.

ACTION: APPROVE ITEM #8 AS NCC (Perry-Dowhower) Unanimous Vote.

The Planning Director noted that the Planning Commission included this parcel on the west side of Airport Way to the Union Pacific Railroad tracks in the primary urban service boundary and be designated as Light Industrial. At the last meeting Mr. Quartaroli requested that this area be split with Light Industrial and low density residential.

ACTION: APPROVE ITEM #9 TO BE INCLUDED IN THE PRIMARY URBAN SERVICE BOUNDARY AND DESIGNATED AS LI AND LDR (Perry-Balsinger) Unanimous Vote.

The Planning Director noted that this request was to reverse a commercial recreational reserve designation with a residential reserve designation within the secondary urban service boundary. The Planning Commission recommended approval.

ACTION: APPROVE ITEM #10 (Perry-Dowhower) Unanimous Vote.

The Planning Director noted that the Planning Commission was approached to remove the area north of Lathrop Road between Airport Way and Hwy 99 from the City's sphere of influence. The Planning Commission recommended denial. The proposed sphere is approximately 1/2 mile north of Lathrop Road.

Councilman Mezzetti stated that he would like to refer to the COG Interchange Study that traffic will be reduced from Lathrop Road when an interchange is built on Louise Avenue and Hwy. 99.

The City Manager noted that the proposal is worth reviewing and we may not be in a position tonight to address this study.

ACTION: DENY ITEM #11 (Dowhower-Balsinger) Unanimous Vote.

Mayor Snyder suggested that staff look at the letter from Janet Gladfelter dated January 30, 1988.

The Planning Director noted that this request was to remove the area west of the Union Pacific tracks from the secondary urban service boundary. The Planning Commission recommended denial.

Councilman Perry stated that this is the area that was added to the map that runs into the Lathrop sphere of influence. I agree with removing this from the secondary urban service boundary.

ACTION: APPROVE REQUEST #12 TO BE REMOVED FROM SECONDARY URBAN SERVICE BOUNDARY (Perry-Balsinger) Motion fails with a 4-1 roll call vote (Councilman Perry voting yes).

ACTION: DENY REQUEST #12 (Balsinger-Dowhower) Motion passes with a 4-1 vote (Councilman Perry voting no).

The Planning Director noted that the Planning Commission reevaluated this area at the southeast corner of S. Main Street and the 120 Bypass. This shows what was originally shown on land use option maps 2 and 3. The Planning Commission would like to see BVS and LDR.

ACTION: DENY REQUEST #13 (Balsinger-Perry) Motion passes with a 4-0 vote. Councilman Mezzetti abstaining.

ACTION: INDICATE ATHERTON-KIRK PROPERTY AS LDR WITH A 50 ACRE PARK, INDICATE BIANCHI PROPERTY AS LDR WITH A COMMERCIAL STRIP ON THE WEST BOUNDARY, AND DESIGNATE THE YELLOW FREIGHT PROPERTY AS I-P (Balsinger-Dowhower) Motion passes with a 4-0 vote. Councilman Mezzetti abstaining.

Larry Mintier stated that he wanted to address the advisability of designating this area for a community park. You can be specific or be more general with proposing a park in that area.

Mayor Snyder stated that the property owner came to us and made the offer of the park.

Larry Mintier stated that once the General Plan is adopted you start rezoning procedures. If you have designated open space for the park site you are then bound by it.

Councilman Perry stated that there has been no designation as to where the park is.

Larry Mintier stated that if that is the way the motion treats it than it is fine.

The Planning Director noted that the Planning Commission recommended approval of a collector street being added for better traffic flow between Yosemite Avenue and Austin Road.

ACTION: APPROVE ITEM #14 (Perry-Dowhower) Unanimous Vote.

RECESS

The City Council recessed from 8:55 p.m. to 9:10 p.m.

AGENDA ITEM 1B

The Planning Director noted that this request is for the property at the northwest corner of Walnut Avenue and Davis Street to be designated as OP.

ACTION: APPROVE ITEM A AS OP (Dowhower-Mezzetti) Unanimous Vote.

The Planning Director noted that this request is for the property on the south side of Yosemite Avenue between Sequoia and Veach Streets. The area is currently zoned R-4, but the current General Plan is low density residential. The applicant would like to have this designated as high density residential.

ACTION: DENY ITEM B (Dowhower-Balsinger) Unanimous Vote.

The Planning Director noted that this is the property located at the southeast corner of Edythe Street and Mulberry Circle. The request is to designate this site as medium density residential. This is a single family neighborhood with a scattering of duplexes and triplexes.

ACTION: DENY ITEM C (Perry-Balsinger) Unanimous Vote.

The Planning Director noted that this area is the property located north of Yosemite Avenue and east of Airport Way. It is a part of the St. Joseph property. The request is for an office professional designation.

Councilman Perry stated that he is concerned with 13 acres of office professional. What if there is no demand for offices in that area?

Larry Mintier stated that under the description of the office professional designation in the General Plan, it provides for medical and professional offices and multi family residential.

The Planning Director noted that the Planning Commission recommended that multi family residential be omitted from the policy.

Larry Mintier stated if that were left in the policy then there would be alternatives for that site.

ACTION: DENY ITEM D (Perry-Balsinger) Unanimous Vote.

The Planning Director noted that this proposal is to change the designation from office professional to neighborhood community commercial at the southeast corner of Grand Prix and Yosemite Avenue.

ACTION: APPROVE ITEM E AS NCC (Balsinger-Perry) Unanimous Vote.

The Planning Director noted that this request is to designate the property on the west side of Walnut Avenue as medium density residential.

ACTION: APPROVE ITEM F AS MR TO INCLUDE THE WHOLE TRIANGULAR AREA WEST OF WALNUT AVENUE AND NORTH OF THE RAILROAD TRACKS EXCLUDING THE COMMERCIAL AREA RIGHT NEXT TO THE RAILROAD TRACKS  
(Perry-Balsinger) Unanimous Vote.

AGENDA ITEM 1C

The Planning Director noted that there are two parcels, one on the north side of Alameda Street next to the railroad tracks and other on the

southeast corner of Walnut Avenue and Alameda Street that are owned by Dr. Larson. The Planning Commission recommended that the property on the north side be reduced from medium density residential to low density residential and the property on the southeast corner of Walnut and Alameda be reduced from high density residential to low density residential.

ACTION: APPROVE SOUTHEAST CORNER OF WALNUT AVENUE AND ALAMEDA STREET AS HR (Balsinger-Dowhower) Unanimous Vote.

Councilman Mezzetti stated that Dr. Larson has furnished a map and a memo on this property. The project he has in mind is appealing to me. A senior citizen facility would be a good idea. The Doctor is willing to compromise. This is an odd piece of property that not much can be done with it. I would propose we accept this proposal.

Councilman Perry stated that once a property is zoned, anything could be built there. You cannot condition a rezone. We should not change the General Plan for one piece of property.

Councilmember Dowhower stated that this is a good use for this property. I don't know how you would get people in and out of there if it were single family.

Councilman Balsinger noted that this should be single family on the north side of Alameda Street.

Mayor Snyder stated that this piece of property is odd shaped. But, we did take a position to keep the north side of Alameda Street as single family.

ACTION: DENY DESIGNATING THE NORTH SIDE OF ALAMEDA STREET AS MR (Balsinger-Perry) Motion passes with a 3-2 vote (Councilman Mezzetti and Councilmember Dowhower voting no).

#### AGENDA ITEM 2A

The Planning Director noted that this item has been requested since the last meeting. It is for the property located at the northeast corner of Oregon and Park Streets. At the present time there is a small neighborhood grocery store that has been closed down for approximately a year and a proponent would like to reopen it. The designation is currently low density residential and they are requesting this to be designated as neighborhood community commercial.

ACTION: APPROVE REQUEST AS NCC (Perry-Balsinger) Unanimous Vote.

#### AGENDA ITEM 3

Larry Mintier stated that there are two principle things we have to speak to in changing Housing Element policies. First we have a letter from the Department of Housing and Community Development identifying some deficiencies, in their opinion, affecting the Housing Element. In terms background information and in terms of policies they mention the

Growth Management Plan. It is important that as you continue to develop and fine tune the Growth Management system that you counter balance the restrictive nature of the Growth Management program with policies that will promote the provision of an adequate number of housing units and a good distribution by income types. Ultimately, the need to make findings to support numeric limits on housing on an annual basis. State law says that anytime you adopt a Growth Management Program and you specify through an annual growth rate or through specified number of units you are going to have to justify that. You are going to have to balance the housing needs in one hand with all your service limitations, physical and environmental constraints.

My letter of January 20, 1988 responds to Growth Management and HCD letter. Also, in your packet is a memo from the City Manager. In my letter I identified a number of potential policies that you might want to consider. I would recommend getting feedback from the City Council on whether you would like to pursue any of these policies. And, if your answer is yes we can come back with specific language to carry out that overall direction.

The first program possibility is to require that all project above a certain size, perhaps 10 units, include a specified percentage of units affordable to lower and moderate income housing. This is what we call a basic inclusionary ordinance. Presently in the General Plan there is a density bonus provision that says if you include low and moderate income units than we will give you a density bonus of 25%. This would go beyond that and say that you have to provide the units.

Councilman Perry inquired do we need to put this in? Are the bonus points not sufficient to justify providing for low income housing?

Larry Mintier stated no. This first possibility is the most stringent kind of housing inclusionary policy you could include.

Councilman Perry stated that we should leave that out. If we don't need it than leave it out.

Larry Mintier stated that the next policy suggests using Block Grant or Redevelopment money to subsidize on and off site infrastructure improvements for lower income housing projects.

Mayor Snyder stated that he did not have any problems with that policy.

Larry Mintier stated the next policy is to exempt certain lower income housing projects from the Growth Management Ordinance limits. If it meets certain income requirements it is not part of the allocation. This would be a special treatment that would be outside the Growth Management Ordinance. This is just an example.

Councilman Mezzetti inquired if this would be geared specifically toward an enterprise zone type of project? Where the Federal government underwrites the subsidies.

Larry Mintier stated that no we are just talking about the number aspect of growth management. Whether there included within the numerical limit or the growth rate limit or not. Low income housing projects, senior housing projects that had certain income guidelines would be some examples. They would not be subject to any of the annual limits.

Councilman Mezzetti inquired if we would make the determination as to where the cutoff point would be as far as income as applicable to the housing?

Larry Mintier stated that the guidelines would be based in some fashion on federal standards. The consensus is that this one is out.

A similar policy is to allocate a certain number of units for lower income housing projects as part of the total unit limit under the growth management program. In this case they are inside the program but you earmark a certain number of units for low and moderate income housing and if in any one year it is not used you can either roll it over to the next year and reserve it for low and moderate income housing or if it is not used in any one year it could be reallocated to market rate housing projects. Do you want to earmark a certain number of units as part of your growth management system for low and moderate income housing.

Councilman Balsinger inquired do we have to in order to meet the housing element.

Larry Mintier stated that the State does not specify how you accomplish it. What it says is that local governments should make a good faith effort to achieve the income distribution.

The City Manager stated that the Growth Management Committee has provided those incentives with specific points.

Councilman Mezzetti questioned the development of low income homes. How do we cope with the remarketability of these low income homes?

Larry Minter stated that generally you have to address the protection of their availability through some long term controls, 5 years, 10 years, etc. So that you insure that there is not an immediate windfall. If you did not have those controls you could have speculation on low income housing. You may want to do this through your own housing authority.

The next policy is to waive city development fees for lower income housing projects. There is another way of achieving something similar and that would be for the redevelopment agency through block grant to pay city development fees instead of just waiving them.

You are saying you do not want to waive city development fees. You would prefer to work through the redevelopment agency.

Councilman Perry stated that I can see a few projects where we would want to waive city development fees. But, I would not be in favor of a blanket exemption. Can we provide for special circumstances?

Larry Mintier stated that you could provide for the opportunity for special circumstances.

The next policy suggests designating more land for multiple family housing.

The consensus of the City Council was no.

The City Manager stated that there was an assumption made that multi family for low income and single family for other than. That is not the case. There is some very nice multiple family for whatever reason. So that you provide for a mix of people.

Councilman Mezzetti stated that he agreed. We may be penalized if we don't offer that mix. I am suggesting that possibly we should be able to provide families homes, in apartments for low incomes. I am not sure a person is going to be able to afford single family homes.

Larry Mintier stated we are taking those things into serious consideration. The point Mr. Jinkens was making is that we don't think about lower and moderate priced housing only in terms of multiple family. We should be thinking about the possibilities of creating lower income ownership opportunities. It doesn't have to be limited to multiple family.

The City Manager stated that in your previous discussion you could just as easily assemble property under block grant or redevelopment money for rental housing. You could assemble property for providing housing for low income.

Larry Mintier stated that the next policy would increase the high density residential density limit. As part of this plan we have lowered it from 25 to 17 dwelling units per gross acre.

The consensus of the City Council was not to increase the high density residential.

The next policy is to allow/encourage mixed residential-commercial projects in commercial designations.

Councilman Perry stated that under certain circumstances, yes.

Councilman Balsinger stated yes if they are existing.

Mayor Snyder stated that this is a good idea.

Larry Mintier asked would the City Council like us to draft a policy to that affect?

Councilman Perry stated yes under special circumstances.

Larry Mintier stated that the next policy is to increase residential density bonuses from 25% to 40%. State law says it has to be 25% under specified conditions. You can go higher.

Mayor Snyder stated that we are against that.

Larry Mintier stated that the last policy is participate in programs to issue tax exempt revenue bonds for the construction of rental housing and single family homes.

The consensus of the City Council to go along with this policy.

Larry Mintier stated that Mr. Jinkens memo supports a number of the recommendations and adds a couple of other suggestions.

The City Manager stated that he did not know if you would want these as policies of the General Plan. You have in existence the Manteca Housing Authority which you activated two years ago. The Authority could identify resources that might be available at the state or federal level. You may want to identify affordable housing opportunities for single family residences and rentals.

Councilman Perry stated that the housing authority and redevelopment agency together could work. We should pursue that and see what is available.

Councilmember Dowhower asked what happens to that when you are talking about growth limitations?

The City Manager stated that mortgage bond houses would have to go within whatever the Growth Management Plan is.

Mayor Snyder stated that by the next meeting you would have some of these things ready to go.

Larry Mintier stated that at your next meeting we will have drafted housing policies for you. You may want to take a look at the letters that were received from the different agencies and see if there are any policy issues so that we can come back to the next meeting with language reflecting them.

On the comments from the Lathrop County Water District #4 I don't know what the agreement is.

The City Manager stated that a percentage of the capacity in the existing plan to Lathrop with phase I and that phase II if they can come up with their share of funds that the City agreed to provide them 14.7% of the capacity. The way the letter is written that in the future beyond phase II they have a right in capacity. We don't believe that is clear.

John Brinton stated that item #4 is not correct as stated. It is not required. Their right to acquire and it being required to happen are two different things.

Councilman Perry stated that we need talk about this tonight. We talking about growth on the capacity of that plant for the next 5 or 8 years. If we suddenly reach out and get to the second phase and we are

counting on x number of gallons and we don't have them. I want to know where we stand.

Larry Mintier stated that we review the policy that is in the General Plan in light of that comment and review the agreement and our legal obligations and make the policy way is legally required of the City and not make it conform to that suggestion.

The consensus of the City Council was yes.

Mayor Snyder stated we should set another meeting date.

Councilman Mezzetti asked what the process is for setting the sphere of influence?

Larry Mintier stated that the sphere of influence is something the city does not adopt. The City proposes the sphere it would like to have and make the recommendation to LAFCO and they do whatever study they do and make a vote.

Mayor Snyder asked at what time do we come up with our recommended sphere of influence?

Larry Mintier stated that you will formally do that after you adopt the General Plan.

John Brinton stated that you should continue the public hearing for the process of the Growth Management plan.

Mayor Snyder stated that we will continue this meeting to a date that will be scheduled.

Georgianna Reichelt stated that I believe that you put in the paper that you would be taking input tonight. I want to go on record to say that I am opposed to the commercial on the corner of Louise Avenue and Airport Way.

#### ADJOURNMENT

The meeting of the Manteca City Council adjourned at 10:42 p.m.

JACK C. SNYDER  
MAYOR

JOANN TILTON  
CITY CLERK

## APPENDIX D

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## APPENDIX E

### PERSONS CONSULTED

Boyd, E.R  
Parks and Recreation Director  
City of Manteca

Brinton, Mike  
Public Works Director  
City of Manteca

Cantu, Jr., Ben  
Associate Planner  
Planning Department  
City of Manteca

Conner, J.  
Administrative Assistant  
Budgetary Accounting Service  
Manteca Unified School District  
Manteca, CA

Espinoza, Letticia  
Finance Director  
City of Manteca

Jinkens, David  
City Manager  
City of Manteca

Rule, Charles  
Fire Chief  
City of Manteca

Sanchez, D.  
Assistant Auditor-Controller  
San Joaquin County Auditor's Office  
Stockton, CA

Sanguinetti, Phil  
Planning Director  
City of Manteca

Weatherford, Willie  
Police Chief  
City of Manteca

Windowski, B.  
Owner/Broker  
Coldwell Banker Real Estate Services  
Manteca, CA

Persons consulted in preparing the Background Report are listed at the end of each chapter in that report.



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